DOCUMENT RESUME

ED 083 992 LI 004 531

AUTHOR	Leonard, Lawrence E.; And Others
TITLE	Public Library Construction Under LSCA, Title II. An Evaluation.
SPONS AGENCY	Illinois State Library, Springfield.; Missouri State Library, Jefferson City.
PUB DATE	Sep 70
NOTE	203p.;(98 references)
EDRS PRICE	MF-$0.65 HC-$9.87
DESCRIPTORS	Construction Costs; *Construction Programs; *Federal Aid; *Library Facilities; *Public Libraries
IDENTIFIERS	*Library Services and Construction Act; LSCA

ABSTRACT

Since the legislation making federal funds available for the construction of new buildings and the remodeling of older buildings stands as a turning point in the development of the American public library, the present study has been designed to investigate the effect of the federal funds both in terms of the stated purpose and the intent of the enabling legislation. An examination of the present urgent need for construction of public library buildings in the United States along with the limited financial resources available for such programs has led to the development of the present study. This study attempts to measure and evaluate how the availability of federal funds has affected the extent to which the local funds appropriated for construction and the utility of the buildings constructed have been increased. The study is limited to an examination of a sample of new and expanded library buildings in Illinois, Indiana, and Missouri. Remodeling projects are not included within the scope of the study because of the difficulty of defining and identifying the universe of projects. (Author/SJ)

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PUBLIC LIBRARY CONSTRUCTION UNDER LSCA, TITLE II
AN EVALUATION

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ACKNOWLEDGEMENTS

The idea for the present study, an evaluation of the effectiveness of the Library Services and Construction Act Title II program, was formulated early in 1968 by Herbert Goldhor, Director, Graduate School of Library Science, University of Illinois. After a preliminary search to determine the public library construction projects undertaken, the study was begun in September of that same year. The study was conducted at the Library Research Center, University of Illinois, and it was funded by the Illinois and Missouri State Libraries.

Joseph L. Wheeler, distinguished Librarian Emeritus, Enoch Pratt Free Library, was consulted during the early stages of the study. His comments proved to be most helpful and were incorporated into the study's design.

The study could not have been conducted without the assistance and cooperation of persons at the Illinois, Indiana, and Missouri State Libraries and at each of the participating libraries included in the sample of construction projects. During the first trips to the three state libraries to gather data, the following persons provided invaluable assistance in locating needed data, in reviewing the background of LSCA Title II in their states, and in outlining procedural details regarding the administration of the program: Mr. James F. Beasley, at that time Acting Deputy State Librarian, Mr. Richard H. Kaige, Consultant, and Mr. Walter C. Shook, Construction Grants Assistant, Library Development Unit, Illinois State Library; Miss Marcelle K. Foote, Director, Mr. C. Ray Ewick, Assistant Director, and Mr. Arthur Harrell, Title II Consultant, Indiana State Library; Mr. Charles O'Halloran, State Librarian, Mrs. Susanna Alexander, Associate State Librarian, and Mr. Raymond Oswald, Architect and Title II Consultant, Missouri State Library.

In response to a letter, the following persons provided LSCA Title II state plans, forms, and other pertinent data regarding their construction programs: Mrs. Elizabeth P. Beamguard, Director, Alabama State Library; Mrs. Carma R. Leigh, California State Librarian; Miss Claire Vincent, LSCA Title II Director, Kansas State Library; Mr. Francis X. Scannell, Michigan State Librarian; Mr. Hannis S. Smith, Director of Libraries, Minnesota State Library; Mr. Laurence H. Solomon, Director, Field Services Division, Oregon State Library; and Mr. Joseph H. Myers, Supervisor, Library Construction Grants, Pennsylvania State Library.

The information supplied by these persons was most useful in the formulation of the research design of the study and the data collection instruments.

During the data collection phase of the study, the investigators traveled approximately 9,500 miles, interviewed 74 librarians and trustees from the 49 sample libraries, and in each town or city talked to at least one official regarding the location of the building site in relation to the center of pedestrian traffic. Persons at all the participating libraries expressed interest in the study and through their consideration and cooperative assistance made the field visits a pleasant, productive experience. The investigators are indebted to each of these persons; and a special note of thanks is extended to Mr. William Bryan, Director, Peoria Public Library, for his comments and criticisms during the pre-test of the data collection instruments.

The following persons at the state agencies noted assisted in the identification of the locally funded construction projects: Mr. A. L. Stuebig, Acting Supervising Architect, Office of the Supervising Architect, State of Illinois; and Mr. Bert J. Westover, Director, Administrative Building Council, State of Indiana.

Thanks are extended to the following persons at the Library Research Center, University of Illinois: Terence Crowley, Director; Charlyn Costello and Susan Roumm who assisted in locating obscure items of information and in data coding; Mrs. La Verne Caroline, Mrs. Sandra Overman, Mrs. Patricia Bernett, and Nanette Bensyl who typed the drafts and the final report of the study.

Statements contained in this report remain the responsibility of the authors.

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Urbana, Illinois
September, 1970

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CHAPTER I

BACKGROUND

Lack of space for reader services and other library functions is one of the most persistent problems faced by every type of library. Even if the library is housed in a relatively new building that has a carefully planned expansion program designed to meet the projected needs of the library for a specified period, there is still likely to be a shortage of space because almost invariably the actual growth rate of the library exceeds the projected one. These inaccurate projections may be a result of a number of factors, such as the population shift from rural to urban areas, an accelerated rate of population growth and a corresponding increase in school enrollment and in general, a much greater interest in education. This complex of rapidly changing factors has not only greatly increased the demands that are made on existing library facilities, but it has created demands for library service in areas where they did not exist before.

Public libraries have had inadequate buildings almost from the beginning of the public library movement in the 1850's. The problems produced by the deficient physical facilities have increased dramatically in the past two decades. Nathan M. Cohen analyzed the status of public libraries in the 1960's in a study based on two U.S. Office of Education reports--Public Library Statistics, 1962 and the unpublished "Survey of Public Library Building Facilities, 1963-64." On the basis of these reports, Cohen made extrapolations to 1965 and projections to 1975. He summarized the distribution of construction of publicly owned library buildings in the United States during the 20th Century in Table 1.

Since 38 percent of the existing buildings are over 50 years old, clearly there is substantial need for the construction of new buildings to replace the old, inadequate buildings. Regarding the need for public library

TABLE 1

PUBLIC LIBRARY BUILDINGS--CONSTRUCTION DISTRIBUTION

Period of Construction	Proportion of Buildings Constructed (%)
Before 1905	16
1905-1924	22
1925-1960	48
1961-1965	14

Source: Nathan M. Cohen, "Public Libraries," Public Facility Needs, Vol. 1 of U.S. Congress, Joint Economic Committee, State and Local Public Facility Needs and Financing (2 vols.; Washington, D.C.: Government Printing Office, 1966), p. 621.

construction in 1965, Cohen made the following statement:

> In 1965, local public libraries occupied an estimated 55 million square feet of space and State Library extension agencies about 1.5 million square feet. Local public libraries, however, reported needs for the addition of about 40 million square feet at an estimated cost of approximately $1 billion.[1]

Capital outlay for public libraries increased more than 100 percent during the 20 year period 1945-1965; the amount spent in 1945 was $1.2 million and in 1965, the amount spent was $103 million. Since the rate of increase and the funding source during this period are of particular interest to the study, they are shown in Table 2.

From the beginning of the public library movement, local funding has provided by far the greatest source of support for construction; in 1946 local funds comprised 88 percent of the total funds available and in 1965, local funds made up 69 percent of the total. In 1965 local funds were augmented for the first time by federal funds

TABLE 2

CAPITAL OUTLAY, PUBLIC LIBRARY, BY SOURCE, FOR SELECTED YEARS 1945-65*
(In millions of dollars)

Year	Total**	Local-State			Federal	Endowment and Other Private Source
		Total	Local	State		
1965	$103.0	71.4	70.9	0.5	29.9	1.7
1964	61.3	60.1	60.1	--	--	1.2
1962	27.7	26.8	26.8	--	--	.9
1956	12.3	11.7	11.7	--	--	.6
1950	4.4	4.1	4.1	--	--	.3
1946	1.8	1.6	1.6	--	--	.2
1945	1.2	1.0	1.0	--	--	.2

*Data for local funds for 1945-62 are derived from reports of local libraries submitted to the U.S. Office of Education in various nationwide surveys of public libraries, with the exception of data for 1946 which are estimated. Data for 1964-65 local expenditures are based on extrapolations from partial returns from the Office of Education's Survey of Public Library Facilities, 1963-64. Data for endowment and other private sources are estimated except for 1965.

**Includes outlay for land, site development, architects' fees, construction and initial equipment.

Source: Nathan M. Cohen, "Public Libraries," Public Facility Needs, Vol. I of U.S. Congress, Joint Economic Committee, State and Local Public Facility Needs and Financing (2 vols.; Washington, D.C.: Government Printing Office, 1966), p.623.

which were appropriated under the Library Services and Construction Act; the federal funds made up 29 percent of the total funds for public library construction. Of the total local funds available in 1965, 21 percent (or $15.2 million) were local funds that came from bond issues passed in local elections; 77 percent (or $55.7 million) came from other local bonds and local appropriations from tax sources. The remaining 2 percent of the total local appropriations came from several different sources.

In 1965 the states began to provide funds for public library construction, but during that year funds derived from all state sources accounted for only 0.4 percent of the total funds. Endowments and contributions from individuals and organizations comprised 1.6 percent of the total funds in 1965; in 1946 these sources had provided 12.0 percent of the total appropriations.

Cohen made an estimate of the number of additional square feet of space libraries would need by 1975 and the capital outlay necessary to support such a construction program during the period 1966-1975. According to his appraisal of the situation, libraries would require approximately 68 million additional gross square feet of space at a construction cost of nearly 1.9 billion dollars. This estimate of projected needs was made on the basis of three factors: the backlog of space needs, the rate of population growth, and the obsolescence of the present buildings. The backlog of space needed in public libraries was reported in the unpublished U.S. Office of Education's "Survey of Public Library Building Facilities, 1963-64." A total of 39.8 million square feet would be needed to meet currently identified space requirements.

An annual population increase of 1.5 percent was used in making the estimate and 0.5 square feet of library space per capita was allowed. An additional 15.8 million square feet of space would be needed to accommodate these users. Since over one-third (38 percent) of the existing library facilities were built before 1925, a large number of buildings would need to be replaced before 1975. To meet the total national needs, twelve million square feet of space would be required to replace present inadequate buildings.

Cohen predicted that most of the capital for the necessary construction would come from various levels of local government, such as cities, counties, towns, special library districts, etc. A small proportion of the funds was expected to come from the State government or state library agency.[2] These estimates are summarized in Table 3.

TABLE 3

CAPITAL OUTLAY OF PUBLIC LIBRARIES ESTIMATED AS REQUIRED TO MEET NEEDS DURING DECADE OF 1966-75

Fiscal Year	Estimated Construction Cost Per Sq. Ft.*	Capital Outlay (millions)	Estimated Sq. Ft. to be Built (millions)
1966	$25.50	$140	5.5
1967	26.00	145	5.6
1968	26.50	166	6.2
1969	27.05	177	6.5
1970	27.60	188	6.8
1971	28.15	200	7.1
1972	28.70	207	7.2
1973	29.30	220	7.5
1974	29.90	228	7.6
1975	30.50	236	7.7
Total		1,907	67.7

*Includes land, site preparation, architects' fees, construction and initial equipment. The assumed annual increase in construction costs is 2 percent, which may be unduly optimistic based on recent general trends in the construction industry.

Source: Nathan M. Cohen, "Public Libraries," Public Facility Needs, Vol. I of U.S. Congress, Joint Economic Committee, State and Local Public Facility Needs and Financing (2 vols.; Washington, D.C.: Government Printing Office, 1966), p. 624.

Funding of Public Library Construction

Two concerted efforts to fund the construction of public library buildings have occurred within the past 80 years. The grants made by Andrew Carnegie during the period 1890-1919 constitute the first effort, and the federal funds allocated under the Library Services and Construction Act of 1964 were the second effort. The Library Services and

Construction Act (referred to as LSCA) is an amended version of the 1956 Library Services Act (LSA).

Carnegie library building grants.--Public library building construction and tax support for library service in the United States received a tremendous impetus during the late nineteenth and early twentieth centuries as a result of the grants made by Andrew Carnegie. The policy of the Carnegie Corporation underwent a change during the First World War and as a result grants for buildings were discontinued after the War.

During this 30 year period of library building philanthropy, Andrew Carnegie and the Carnegie Corporation donated $56,162,622 for the construction of 2,509 libraries in the United States and other parts of the English-speaking world. Of the buildings made possible by Carnegie, 1,679 are public libraries located in 1,412 communities in the United States; they were funded by $41,748,689.[3] Of the 2,509 libraries built with Carnegie funds, 35 construction projects were granted funds before 1900.[4]

Carnegie and his private secretary, James Bertram, personally administered the grants prior to the establishment of the Carnegie Corporation in 1911. Bertram answered all initial inquiries, at times to the dismay of the writer because Bertram's replies were direct, frequently brusque, and sometimes rude. In addition, Bertram conducted all subsequent correspondence with each applicant to determine the community's need for and willingness to support a library. There were two specific requirements for the early grants: 1) the community must provide a suitable site location; and 2) an annual appropriation from tax funds at no less than 10 percent of the total grant amount must be established for continued support of the library. The amount of the Carnegie donation was in direct proportion to population of the city or town, based on the last decennial Census.

Carnegie did not favor multipurpose complexes in which the library was one of the units (i.e., library, museum, community center, gymnasium, etc.), and he funded such buildings only in rare instances. Most of the more than 41 million dollars was granted for the construction of separate library buildings whose sole purpose was free library service. Requests from state libraries, state historical society libraries, and subscription libraries generally were denied.

As the number of inquiries for building grants increased, it became necessary to adopt more formalized procedures and to add further qualifications which requestors had to meet. For instance, forms were revised and procedures for submitting information were formalized. Also, funding requests from communities with less than 1,000 population were refused.

Prior to 1910 there was no stipulation regarding design and layout of the building. In 1910 Bertram prepared a set of general specifications and sample floor plans which served as guidelines for building/layout design. From 1910 through 1919, Bertram personally examined and approved the local architect's plans for each building.[5] A pledge signed by the mayor certifying that the projected library would not exceed a specified cost was required in later years. Also, a four-year time limit from the time funding was offered to the completion of the building was required.[6]

The application and granting procedures developed by the Carnegie Corporation in later years bear a close resemblance to the procedures currently employed in the administration of the LSCA Title II funds. In many ways the LSCA procedures of application, review, granting, and reporting are similar to those used by the Carnegie Corporation in the early part of the century.

Joseph Wheeler provides an excellent summary of the general characteristics of Carnegie buildings in his book, The American Public Library Building. He typifies the buildings as severely economical of space with the essentially rectangular construction contributing to this economy. Every possible portion of the first floor was used to carry out the library's public service functions; and technical services and other functions were put in the basement. Entrances and exits were placed to permit control from the circulation desk. Wheeler notes that although these characteristics were excellent in themselves, they tended to produce problems, and monotony was one of the first problems. Also, since services were carried out on two levels, there was much staff time and effort wasted in stair climbing. High entrances were a questionable feature and serious esthetic difficulties were encountered in the severe box-like form that was characteristic of the exterior of the buildings.[7]

Although criticisms have been leveled at the old Carnegie libraries, particularly by librarians who are still occupying the buildings, the Carnegie money was made available at a time when there was a desperate need for adequate library buildings. George Bobinski points out that

> Few public libraries had buildings of their own (during the late nineteenth and early twentieth centuries). Many had undesirable or cramped quarters in the local city hall or in former residences converted for library use. Some contemporary libraries were located in rather unusual places. A millinery shop in Clay Centre, Nebraska; a decrepit wooden shack in Dillon, Montana; the hospital in Dunkirk, New York . . .[8]

When a survey of the original 1,679 Carnegie public library buildings was made in 1967, there were responses from 1,619 libraries. Of these 1,619 buildings, 83.3 percent (or 1,348 buildings) are still being used as public library buildings. Of the buildings still in use, 1,137 have essentially the same exteriors as when they were first built, but over one-half of the buildings have had considerable interior remodeling, and 211 have been expanded one or more times.[9]

In Table 4, the current status of the Carnegie library buildings in Illinois, Indiana, and Missouri is shown. The rank is determined by the number of Carnegie libraries in the state in relation to the Carnegie buildings in all states.

Library Services and Construction Act.--The Library Services and Construction Act (LSCA), which was passed in 1964, is an amended version of the Library Services Act (Public Law 597) which was enacted in 1956. The earlier law is a landmark to public libraries of the United States because it was the first legislation that made federal funds available to public libraries. Since the Library Services and Construction Act is based on the Library Services Act, aspects of the earlier legislation must be discussed before LSCA can be viewed in the correct perspective.

The Library Services Act authorized an initial five year period of operation (1956-1961) and it was extended for an additional five years (1961-1966). The Act authorized an annual appropriation of $7.5 million for state grants to extend and develop public library service to rural areas of

TABLE 4

STATUS OF CARNEGIE PUBLIC LIBRARY BUILDINGS (1967) IN ILLINOIS, INDIANA AND MISSOURI

State	Rank	Number of Carnegie Buildings	Still Used As Public Library	Original Structure in Use	Original Building Expanded	Percent of Carnegie Buildings Now in Use
Indiana	1	164	151	136	15	92.1%
Illinois	3	106	96	82	14	90.6
Missouri	17	33	29	27	2	87.9
Total		303	276	245	31	91.1%

Survey questionnaires were returned for:

159 of 164 libraries in Indiana
103 of 106 libraries in Illinois
33 of 33 libraries in Missouri

Source: George S. Bobinski, Carnegie Libraries (Chicago: American Library Association, 1969), pp. 172-173.

less than 10,000 population. Funds were allocated to the states on the basis of rural population, and the states were required to match the funds on the basis of their per capita income.[10] The federal share of the funds was set at a level not to exceed 66 percent or not to fall below 33 percent of the maximum allotment available.

Although $7.5 million was authorized annually, the actual appropriations fell far short of this amount; for fiscal year 1957, the first year funds were available, less than one-third the authorized amount or $2,050,000 was appropriated. Appropriations for succeeding years were increased and finally reached the authorized amount in 1961 which was the final year of the Act. The appropriations were: FY 1958 - $5 million; FY 1959 - $6 million; FY 1960 - $7.431 million; and FY 1961 - $7.5 million.

It is especially important to note that LSA did not authorize funds for the purchase of land or for the purchase or construction of library buildings. The Act specified that funds were authorized only for salaries, library equipment, books and other materials, and operating expenditures.

State projects funded under LSA fell into the following seven general categories: 1) strengthening the state library extension agency; 2) organizing library systems; 3) developing centralized or cooperative functions and services; 4) promoting recruitment, scholarships, in-service training conferences and workshops; 5) subsidizing surveys, studies, and research projects; 6) developing and extending public information programs; and 7) establishing grants-in-aid.

The initial five-year period of the Library Services Act was considered to be successful in that it brought new or improved public library service to 36 million rural residents; to two million of these persons library service was made available for the first time through county and regional library projects. Also, it provided public library service to approximately 115 rural counties and over 120 New England towns formerly without library service. State appropriations for rural public library service were increased by 75 percent and local appropriations were increased by 60 percent during the five-year period. Resources of the state library agencies were strengthened significantly.[11]

As a result of the funds made available through LSA during its eight-year existence, over 40,000 rural residents were provided with new or improved public library service.

More than 12,000,000 books and other library materials were made available to readers in rural areas and 375 bookmobiles extended service to rural areas. The funds for rural library service from both state and local sources increased approximately 100 percent over funds available in 1956.[12]

At the time the library services act expired, it had actually been funded for eight years, FY 1957 - FY 1964. During the period of its existence, the following expenditures were made: federal funds, $46,349,000; state matching funds, $74,686,000; local matching funds, $39,526,000. The total expenditures for all LSA projects were $160,561,000.[13]

In 1960 Congress extended LSA through June 30, 1966 (Public Law 86-679). This extension was essentially the same as the original Act. The annual authorization was left at $7.5 million and the stipulation that funds be used for development/extension to a rural population of less than 10,000 remained.

There were limitations in the original legislation for the Library Services Act and on May 21, 1962 Representative Cleveland Bailey of West Virginia introduced a bill in the House (H.R. 11823) which proposed major amendments to the Act. The bill proposed to: 1) remove the 10,000 population limitation; 2) increase the annual appropriation from $7.5 million to $20 million; 3) provide matching grants for public elementary and secondary school libraries; 4) authorize $10 million in federal grants for purchase of books and other materials by college and university libraries; and 5) authorize $10 million annually for short-term or regular session institutes to improve qualifications of librarians and students preparing for library work.[14] Introduction of this bill led to extensive hearings before the General Subcommittee on Education of the House Education and Labor Committee; and after delays and added amendments, the bill was passed in 1964 as the Library Services and Construction Act; it superceded the Library Services Act.

When President Lyndon B. Johnson signed the Library Services and Construction Act into law on February 11, 1964, he commented on the importance of the Act:

> This Act importantly expands a program which helps make library services available to 38 million Americans in rural areas - 38 million. It authorizes efforts to strengthen inadequate

> urban libraries. This Act authorizes for the first time grants for the construction and renovation of library buildings.[15]

Two parts of the Library Services and Construction Act (PL 88-269) differ significantly from the provisions in the original Library Services Act of 1956. First, the amount of the federal funds made available was increased in order to develop and promote public library service in all areas without service or with inadequate service. The original Act provided for assistance to rural areas only, but the amended Act recognized the needs of urban areas and made funds available for them.

Second, and most important, under Title II the Library Services and Construction Act authorized funds for construction of public library buildings in areas without the facilities needed to develop library services. The Act specified that construction included erection of new buildings and the expansion, remodeling and alteration of existing buildings as well as the purchase of initial equipment for any such buildings. Architects' fees and the cost of the acquisition of land were also included. These specifications remained the same in the 1966 Amendment to LSCA.

Under the provisions of the Act, a basic construction grant was appropriated to each state that had an approved state library construction plan. An additional sum of money was made available to each state; the amount of this sum was based on the population of the state in proportion to the total U.S. population. The grant was administered by the state library agency which established a review and approval board to consider building requests initiated by qualifying libraries in the state. The U.S. Commissioner of Education held the final approval and granting authority.

Within each state, federal funds were apportioned on a "share" basis to those libraries whose building requests were approved. An established percentage of the total building cost was met by federal funds and the remaining costs were to be met by the requesting library through local support (bonds, gifts, tax levy, etc.) and/or through state support if it was available.

The authorized federal share of construction costs established for each state was based on the mean per capita income of the state for the three most recent consecutive years that this information was available from the U.S. Department of Commerce. The federal share determined in this manner was to be used as a computation base for LSCA Titles I, II, IV-A and IV-B for two fiscal years, and then the base figure was to be recalculated using more recent per capita income figures. In no case was the federal share to be less than 33 percent or more than 66 percent of the total expenditures. The states were to provide matching funds calculated according to the ratio of the state's per capita income to the per capita income of the United States.[16]

Although the Library Services and Construction Act authorized $20 million for Title II for FY 1964, a total of only $7.5 million was available for all Titles of the Act. The latter sum had been allocated for the Library Services Act for FY 1964 and it was the only money available because LSCA had been approved too near the end of FY 1964 to obtain Congressional approval for allocation of supplemental funds. LSCA programs planned for FY 1965 received appropriations September 19, 1964, when President Johnson signed the bill authorizing $55 million for the Act for FY 1965: of this amount, $30 million was to be used for construction projects under Title II.[17] For FY 1966 $30 million was appropriated for Title II projects.

During the first year that federal funds were available for public library construction, FY 1965, 53 of the 55 eligible states and territories obtained approval for their state plans for construction. A total of 363 local public library construction projects having a budget of $99.6 million was approved during FY 1965; the federal share of the total expenditures was $29.8 million. Almost two-thirds of the total projects (64.5 percent or 233 projects) involved the construction of new buildings. The remaining one-third of the projects were additions to existing buildings (58 projects) and remodeling or alterations (72 projects). It was estimated that 23.3 million persons would be served by the building projects which would add about 5.4 million square feet to the existing public library facilities.[18]

The first year that funds were available for Title II, FY 1965, proved to be the most productive both from the standpoint of total funding and the number of projects built and improved. After FY 1965, the funding level dropped from a high of $99.6 million to $92.0 million in FY 1966 and $76.7 million in FY 1967. (See Tables 5 and 6 for a summary of national, Illinois, Indiana, and Missouri funding levels.)

TABLE 5

LSCA TITLE II FEDERAL ALLOCATIONS*

Fiscal Year	United States		Illinois		Indiana		Missouri	
	Allo-cated	Obli-gated	Allo-cated	Obli-gated	Allo-cated	Obli-gated	Allo-cated	Obli-gated
1965	30,000,000	29,863,755	1,509,614	556,614	--	--	686,000	684,861
1966	30,000,000	29,778,368	1,604,299	1,634,915	741,191	741,191	594,200	544,754
1967	40,000,000	24,582,507**	2,062,277	1,504,607	996,796	889,000	929,413	276,668
1968					668,252	764,000		

*Figures based on final audited information supplied by the Office of Education, data found in various years of the Bowker Annual, and information supplied by the state library agencies.

**States and territories carried over $15.4 million in LSCA funds to FY 1968.

TABLE 6

LSCA TITLE II STATE/LOCAL MATCHING FUNDS*

Fiscal Year	United States		Illinois		Indiana		Missouri	
	Re-quired	Obli-gated	Re-quired	Obli-gated	Re-quired	Obli-gated	Re-quired	Obli-gated
1965	31,790,555	69,783,814	518,734	832,332	--	--	182,782	1,556,478
1966	31,806,755	62,177,254	2,472,912	6,966,559	739,414	898,357	113,524	1,017,131
1967	42,220,213	52,106,567	3,119,323	5,381,765	994,406	2,789,260	959,638	581,772
1968					453,373	2,572,950		

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*Figures based on final audited information supplied by the Office of Education, data found in various years of the Bowker Annual, and information supplied by the state library agencies.

The substantial drop in funding levels between FY 1966 and FY 1967 is explained in part by a $15.4 million federal funding carryover.

In Fy 1965 there were 363 construction projects approved and eligible for LSCA funding; the number remained the same during FY 1966, but in FY 1967 the number of projects dropped to 278 (see Table 7). The number of construction projects has been reduced during each succeeding year because Congress has not appropriated funds at the level authorized by the legislation due to defense-spending demands.

In 1966 President Johnson signed into law an Amendment to LSCA (PL 89-511). At the time of signing, the President commented:

> The Library Services and Construction Act Amendments of 1966 . . . provide $575 million between now and 1971 to raise the physical standards of libraries, to replace outmoded buildings, and to help provide the 40 million square feet of library space still needed in our country.[19]

The 1966 Amendment extended LSCA for five years and added two new titles: Title III - interlibrary cooperation and Title IV - state institutional library services and library services for the physically handicapped. The provisions for Title II remained substantially the same except for the addition of a clause which allowed the states to carry FY 1967 allocations to the following fiscal year, thus making possible more effective planning of construction projects.

A total of $300 million was authorized for Title II by the 1966 Amendment and during the initial year of the Amendment, FY 1967, $40 million was authorized for the construction of public libraries. The Amendment provided for an annual increment of $10 million in the appropriation until FY 1971, i.e., $50 million for FY 1968, $60 million for FY 1969, $70 million for FY 1970 and $80 million for FY 1971. Although these funds were authorized by the Amendment, the actual funds allocated for FY 1968, FY 1969, and FY 1970 have fallen far below these amounts because of the cuts in the domestic budget necessitated by the expenses incurred by the Viet Nam War.

TABLE 7

LSCA CONSTRUCTION PROJECT APPROVED*

	Fiscal Year				
	1965	1966	1967	1968	Totals
United States					
New buildings	233	244	186	192	855
Addition and/or remodel	130	120	92	92	434
Sub-total	363	364	278	284	1,289
Illinois					
New buildings	4	6	9		19
Additions	3	2	2		7
Remodel	0	1	1		2
Indiana					
New buildings		3	3	3	9
Additions		1	0	1	2
Remodel		0	0	0	0
Missouri					
New buildings	4	1	1		6
Additions	1	1	1		3
Remodel	1	1	2		4

*Figures based on final audited information supplied by the Office of Education, data found in various years of the Bowker Annual, and information supplied by the state library agencies.

During the first three years of the LSCA program in the three states, a total of 52 building projects were funded (34 new buildings, 12 additions, and 6 remodeling projects). Illinois funded two remodeling projects and Missouri funded four. The following amounts were obligated for all jointly funded projects:

Type of Project	Federal Funds	Local Funds	Total Funds
New buildings	$6,313,891	$19,978,927	$26,292,818
Additions	1,145,894	2,909,086	4,051,981
Remodeling projects	153,584	239,865	393,413
Totals	$6,613,334	$23,127,878	$30,738,212

The six remodeling projects (11.5 percent of the total projects) accounted for $153,548 in federal funds (2.3 percent of total federal funds) and $393,413 in total funds (1.3 percent of total funds).

Development of the Problem

Any examination of the present urgent need for construction of public library buildings in the United States along with the limited financial resources available for such programs has led to the development of the present study. With the exception of two notable funding programs, public libraries have had to rely upon local funds to finance their building programs; in the early part of this century, Andrew Carnegie donated substantial funds for the construction of public library buildings and at the mid-point of the century, federal funds were made available through the Library Services and Construction Act and its Amendment.

Since the legislation making federal funds available for the construction of new buildings and the remodeling of older buildings stands as a turning point in the development of the American public library, the present study has been designed to investigate the effect of the federal funds both in terms of the stated purpose and the intent of the enabling legislation. The stated purpose of Title II is to provide federal aid for the construction of new public library buildings and for expansion and remodeling of existing buildings. The intent of the Act, however, encompasses more than simply the provision of construction money for public library buildings. As is the case with other similar projects, one of the important aims of federal funding is the catalytic effect it is expected to have. It was hoped that the availability of federal funds on a "share" basis would encourage communities with inadequate library facilities to mount campaigns to increase state and local aid.

The literature of public library construction provided very little help in the development of the problem, because although there are numerous reports of construction projects funded by LSCA, there are relatively few objective evaluations of the projects. The state library agencies have been responsible for compiling reports of the construction projects funded in the state during each fiscal year. These reports are almost exclusively descriptive in nature, giving such information as the amount of federal and local support, the number of square feet in the building, stack capacity, and population served.[20]

The present study attempts to measure and evaluate how the availability of federal funds has affected the extent to which the local funds appropriated for construction and the utility of the buildings constructed have been increased. The study is limited to an examination of a sample of new and expanded library buildings in Illinois, Indiana, and Missouri. Remodeling projects are not included within the scope of the study because of the difficulty of defining and identifying the universe of projects.

References to Chapter I

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[2] *Ibid.*, pp. 623-624.

[3] Florence Anderson, Library Program, 1911-1961 (New York: Carnegie Corporation, 1965), pp. 4-5, 25.

[4] *Ibid.*, p. 26.

[5] *Ibid.*, p. 4.

[6] George S. Bobinski, Carnegie Libraries (Chicago: American Library Association, 1969), pp. 47-48.

[7] Joseph L. Wheeler and Alfred M. Githens, The American Public Library Building (New York: Charles Scribner's Sons, 1941), p. 218.

[8] Bobinski, *op. cit.*, p. 34.

[9] *Ibid.*, pp. 171-174.

[10] U.S. Office of Education Library Services Branch Staff, "The Library Services Act: A Five-Year Progress Report," Bowker Annual, 1963 (New York: R. R. Bowker, 1963), 132.

[11] *Ibid.*, p. 139.

[12] U.S. Office of Education Library Services Branch Staff, "The Library Services and Construction Act (P.L. 88-269)," Bowker Annual, 1965 (New York: R. R. Bowker, 1965), 163.

[13] John C. Frantz, "The Library Services and Construction Act (P.L. 68-269)," Bowker Annual, 1966 (New York: R.R. Bowker, 1966), 163.

[14] Germaine Krettek and Howard Hubbard, "Federal Legislation," Bowker Annual, 1963 (New York: R.R. Bowker, 1963), 123.

[15] "Library Services and Construction Act of 1964 (P.L. 88-269)," Health, Education and Welfare Indicators, March 1964, vi.

[16] Library Services and Construction Act, sec. 104(c) (1964).

[17] Germaine Krettek and Eileen D. Cooke, "Federal Legislation," Bowker Annual, 1965 (New York: R.R. Bowker, 1965), 155.

[18] John C. Frantz, "Library Services and Construction Act," ALA Bulletin, 60 (February, 1966), 151-52.

[19] Paxton P. Price, "Library Services and Construction Act Amendments of 1966 (P.L. 89-511)," Health Education and Welfare Indicators, September 1966 (Reprint), 2.

[20] Examples of these reports are: D. D. Foos, "Public Library Construction: First Year in Alabama LSCA Title II," Alabama Librarian, 17 (January, 1966), 3-6; "Reports of Progress in California under Title II," News Notes of California Libraries, 61 (Summer, 1966), 278-338; "Building Issue," Illinois Libraries, 50 (December, 1968), 973-1050; R. A. Hazelton and H. A. Carpenter, "Federal Construction Program in Maine," North Country Libraries, 9 (March, 1966), 36-39; Michigan State Library, LSCA 64-66, A Report on Public Library Development in Michigan from July 1, 1964 through June 30, 1966 (Lansing: Michigan State Library, 1966), 25 p.; "LSCA Grants to Ohio Public Libraries," Ohio Library Association Bulletin, 37 (July 15, 1967), 15; J. H. Myers, "LSCA: Title II Construction in Pennsylvania, 1966," Pennsylvania Library Association Bulletin, 22 (November, 1966), 70-72.

CHAPTER II

ADMINISTRATION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT TITLE II--PUBLIC LIBRARY CONSTRUCTION

The purpose of Title II of the Library Services and Construction Act is twofold in nature; first, it makes available federal funds for the construction of public library buildings; and second, it is hoped that the federal funds will stimulate states and localities to provide greater financial support for library construction. In this chapter the federal and state level administrative procedures developed to achieve the purposes of the Act are examined. To provide a basis for the evaluation of the effect of the Act in stimulating state and local funds, the Illinois, Indiana, and Missouri laws providing funds for public library construction are considered.

The administration of Title II during the initial years of its operation forms the basis for the discussion in this chapter. After the LSCA programs had been in operation for several years and interest in public library construction had been generated, allocation of federal funds was reduced sharply. Since administration of the program under such unfavorable conditions has proved to be difficult, attention in this discussion is directed to the early years when adequate funds were available for the programs to function as planned.

The legislation which authorized the public library construction is

> Library Services and Construction Act of 1964 (PL 88-269), as amended by PL 89-511 and PL 90-154. The first amendment was approved July 19, 1966, and the second amendment November 24, 1967.

The regulations which apply to the library construction programs authorized by the Library Services and Construction Act, as amended, appear in

> U.S. Code of Federal Regulations. Title 45--Public Welfare. Chapter I--Office of Education

> Department of Health, Education and Welfare. Part 130--Financial assistance for public library services, library construction, interlibrary cooperation, and specialized state library services. The regulations were approved February 6, 1967, and amended June 6, 1968.

Portions of the two pieces of legislation which relate specifically to Title II--Public Library Construction--appear in Appendix A. Sections of the two laws are cited in the discussion to amplify various aspects of the administration of the construction program. References to the laws are given in the following form: name of the law, section, and subsection, e.g., LSCA 502 (d)(1), CFR 130.3 (j)(2).

Overall administration of the Act is the responsibility of the U.S. Commissioner of Education. The Library Services Branch of the Office of Education is the specific agency in the Department of Health, Education, and Welfare designated to handle the general administration of LSCA. The Commissioner of Education and the Library Services Branch have the final authority in administering the Act.

Administration of LSCA Title II

The legislative requirement for a state plan is the foundation upon which the general administration of the Act is based, and as such it stands as the single most important section of the legislation. The state plan promotes administrative effectiveness which is vital to the success of the Title II program. In the following discussion regarding administration of the Act, the state plans are considered first and then the procedures for alloting funds and making payments to the states are examined; in each case, the general administrative processes at the federal and state level are described.

On the federal level, administration of the Library Services and Construction Act, Title II, during the first stages of its development involved principally the definition of the basic programs to be undertaken and the procedures to be followed in carrying them out.[1] In terms flexible enough to allow different interpretations to meet varying state needs, the legislation and regulations provided the broad guidelines for the formulation of state plans, determination of funding levels, methods of payment, and reporting procedures.[2] After these criteria were approved, administration of the Act became a monitoring function for the Library Services Branch whose main responsibility then became the periodic review of the programs developed with LSCA funds to insure their continued relevance to the goals in the state plan. The Library Services Branch performed its review function by studying reports submitted by the state library agencies and by commissioning special investigations, such as the study done by the System Development Corporation which was published as Overview of LSCA, Title I.

At the state level, general administrative aspects of Title II were handled by the state library agency whose primary concern initially was the preparation of a comprehensive plan for a state-wide building program.[3] A detailed description of the proposed state plan and an estimated budget for administering the plan had to be submitted to the Office of Education along with the proposed plan. The Office of Education determined if the plans complied with the legislative requirements.

After the state plan had been approved by the Office of Education, the state library agency handled the administration of the programs. They received and reviewed applications for construction funds, granted funds, monitored building projects, and provided the services of consultants and accountants for the libraries in the state that had been awarded construction grants.

The state plan.--The purpose of the state plan was to set forth the manner and procedures the state will use to carry out its programs under the Library Services and Construction Act. The Code of Federal Regulations specifies that the plan must include

> . . . criteria, priorities, and procedures for approval of construction projects which are designed to insure that public library facilities will be constructed to serve areas, as determined by the state agency, which are without library facilities necessary to develop library services.[4]

The state plan for LSCA programs provides guidelines for the establishment of uniform procedures for the states to follow. This standard can also be used to monitor the state programs after they have been set in operation. The state plan also establishes a channel for the payment and accounting of federal funds through the State Treasurer because the LSCA programs are administered by the state library agency.

Title II provides funds for the construction of public library facilities specifically for areas that have been unable to develop library services, but the states have interpreted this provision as including either areas without public library service or with inadequate service. Most states have implemented this broader interpretation of the legislation to encourage the organization and development of larger units of service in the form of public library systems. The headquarters of a public library system usually is located in a center of population, and federal grants for library construction generally have been awarded to the more populous areas. Paxton P. Price, Director of the Library Services Branch, U.S. Office of Education, during the initial period noted this trend with the statement that "emphasis will be placed on assisting the construction of buildings where services are in greatest demand from population concentrations."[5]

Guidelines for the states to follow in preparing their individual plans were included in the text of the legislation. These guidelines specified that statements concerning the following ten areas must appear in the plan:

1. Criteria, priorities and procedures for approval of construction projects

2. An indication regarding acceptability of expending federal funds for acquisition of existing buildings for public library use

3. Period of time within which construction contracts will be entered into following approval of projects

4. Assurance of a hearing for any library whose application for federal funds is denied

5. Assurance that all laborers and mechanics employed by contractors or subcontractors will receive wages at rates comparable to those prevailing on similar local construction, in accordance with the Davis-Bacon Act

6. Equal opportunity in employment

7. Administration of the plan by the state library agency

8. Receipt by the State treasurer of all federal funds paid pursuant to the Act

9. Reports from the State library agency to the Office of Education regarding expenditure of funds

10. Statement that library services will be made available free of charge.

Although the ten requirements stated above are the only ones specified by the legislation, it is commonly thought that there are many more federal requirements. Oftentimes the following features of state plans are regarded as federal requirements: a building program statement, retention of a library building consultant, a 20 year building projection, the specific priorities for selection of construction projects, and an advisory council for review of applications. These features and other similar ones frequently are included in the state plans because they foster more effective administration of the programs and result in the construction of better library buildings, but they are not required by the legislation.

Only three special considerations are required by federal legislation. The potential building site must be examined for possible flood hazards;[6] the building must be accessible to and usable by physically handicapped persons;[7] and the government must be reimbursed if the building is sold or no longer used as a public library facility.[8]

Although the legislation did not explicitly require their use, the Office of Education encouraged effective planning procedures such as building program statements, retention of a registered architect and a library building consultant, and a survey of the community and its needs for library service. Frequently these features of good planning were specified by the state plans, but in cases where they were not, they were found in the individual applications for construction grants.

In an article that appeared in Illinois Libraries, John Frantz recommended that the following two factors be considered for maximum effective use of construction funds:

> First, the state plan for construction should contain an explicit description of the aims and objectives of the construction program showing how the facilities will advance the development of library services. Second, the building program statement for each individual construction project should show how the design will make it possible to meet the library service needs of the community to be served.[9]

When the state plans were completed, they were submitted to the Office of Education for review by the Commissioner of Education and the Library Services Branch to determine if the plans met the legislative requirements. If the plans were not approved by the Office of Education, the legislation provided the right of a hearing to the state. If the state plans were approved, appropriated funds were allocated to the states.

After the Commissioner of Education had approved the state plan, the state library agency was given authority to administer the plan. It was the responsibility of the agency to decide on the best way to use the available funds, to determine the geographic areas that would have library service as a result of the construction projects, and to evaluate the adequacy of the library services provided by the federal funding.

The Office of Education required a number of reports from the state library agency. The submission of the detailed state plan for proposed construction was the first report required and it was specifically stated that this plan must contain an estimate of the budget needed for administering the plan. After the plan had been approved and put into effect, expenditures had to be reported by specified categories to the Office of Education. A formal notification of approval and completion of each construction project was another requirement; this notification had to include the name of the project, its location, the size of the population to be served, the type of library, the type of construction project (i.e., new building, remodeling, etc.), the size of the facility being constructed, the amount of funds budgeted by source and major category, and a construction schedule which included an estimated completion date. In addition, the Office of Education could require any reports it might deem necessary.[10]

The state plans for Illinois and Missouri were submitted and approved in time for the two states to participate in the first year of LSCA construction, FY 1965. Since Indiana was late in submitting its state plan, it was not able to participate in the program until the following year, FY 1966.

Comparison of state plans for Illinois, Indiana, and Missouri.--Since each state used the requirements outlined in the legislation when it drafted its state plan, the plans bear a similarity to one another. The federal requirements are broad enough to allow interpretation in administering and monitoring local construction projects, and consequently the administrative details of the plans differ somewhat. Differences in procedure generally are slight and reflect minor variations devised by the state to meet special needs.

Table 8 summarizes the similarities and differences of selected administrative procedures in the state plans of Illinois, Indiana, and Missouri. A more complete table showing the same categories, but using verbatim sections from the three states' Title II plans appears in Appendix B. Since these three state plans meet the legislative requirements in terms of the specifications for approving authority, general fiscal procedures, and wage determination under the Davis-Bacon Act and Contract Work Hours Standard Act, these aspects of the state plans are not included in the table.

Administration of the plans in Illinois, Indiana, and Missouri.--In developing their state-wide plans, the states created procedures to aid them in the administration of the construction programs. Several of the practices developed by Illinois, Indiana, and Missouri are discussed here.

The Illinois State Library formulated a series of checklists which served several purposes and proved to be an excellent means of providing in concise form all the information needed by the state library agency and the local participating libraries (see Appendix C). One checklist outlined step by step the information required of librarians interested in applying for a construction grant. Another checklist was devised for the libraries already participating in the LSCA construction programs. The final checklist was set up for the Title II consultant and it included all aspects of the construction projects at the state level.

Each of the three state library agencies added the position of Title II Consultant to its staff. Ideally, the person selected for this position should have had experience in the administration of a public library. In addition, he should have worked with building programs and have a working knowledge of building plans, specifications, drawings, and contract procedures. A person with these qualifications was difficult to find, recruit, and hold for the position. Missouri was able to find an architect to serve as Title II Consultant and Coordinator and Illinois and Indiana found persons with some of the necessary qualifications.

The duties of the Title II Consultants varied slightly in the three states, but the general outline of the responsibilities was similar. The practice of having the Consultant

TABLE 8

COMPARISON OF SELECTED ADMINISTRATIVE PROCEDURES IN THE ILLINOIS, INDIANA AND MISSOURI STATE PLANS

State Plan Specifically Requires	Illinois	Indiana	Missouri
1. Application review by an advisory council	yes	yes	No; review by state library staff
2. A building program statement	yes	yes	yes
3. Construction to begin within ___ days of approval of application	90 days	180 days	One full year
4. That new facility support the merging of libraries to form larger units of service	yes	yes	yes
5. That an architect render the plans	yes	No; requirement stated in the project application	yes
6. A library building consultant to be retained	yes	No; requirement stated in the project application	yes
7. Payment of federal funds to the construction project as reimbursement of expenditures already made (last 10% paid after final audit of project)	Yes, on following basis: 25%, 25%, 25%, 15%, 10%	Yes, on following basis: 30%, 30%, 30%, 10%	Yes, on following basis: 30%, 30%, 30%, 10%
8. Provision for access by the physically handicapped	yes	no	no

TABLE 9 (contd.)

State Plan Specifically Requires	Illinois	Indiana	Missouri
9. A building projection statement	*No; 20 year projection mentioned in application for a construction grant	No; 20 year projection mentioned in project application	no
10. A provision for acquisition of an existing building for use as a public library	no	yes	no

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*Twenty-year projection mentioned in 22 October 1965 Revision to State Plan, but not in 9 August 1967 Revision.

review the plans at an early stage in their development proved to be particularly effective. In this procedure the Title II Consultant worked with the local library from the time an interest in applying for a construction grant was first expressed by the library. A packet of information and forms was sent to the library first and then the Consultant contacted the librarian and discussed the proposed building project. Frequently the Consultant went to the library to review any planning which might have been done. At this point, he was able to evaluate the library's eligibility for federal funding and determine the priority of the particular project. After this preliminary review the Consultant was able to recommend whether or not the librarian should apply for a construction grant. The preliminary review proved to be an efficient means of operation from the standpoint of all the parties concerned--the local library, the Consultant, and the state library agency.

The coordination of a local bond referendum with the application for a federal grant was an important refinement of the original procedure. During the first year of the Title II programs, the application for federal funds required a final building plan and a statement regarding the availability of local matching funds. In a number of situations, the possibility of federal matching funds would have been a helpful factor in passing the bond issue.

In the succeeding years of the Title II program, the requirements for a grant application were changed to allow the libraries to co-ordinate their bond referenda with the application for construction grants. It was recognized that a preliminary plan was adequate at the application stage of the process and the original requirement was changed.

Funding and payments to the states.--Before beginning a discussion of funding and payments to the states, the terminology used must be defined; since there appears to be some confusion about the meaning of the terms, it is well to clarify their meaning. The legislation specifies the maximum amount of funding that may be made available, and this sum is referred to as the authorization. Within the limits of the authorized funds, Congress appropriates the amount of money that will actually be available for use. This sum of money is called the appropriation. The funds contained in the appropriation in turn are allocated to the states and the funds each state receives are called the allocation. The funds the state contracts to spend are termed the obligation.

The states are required to match the federal funds they receive and the amount of funds they must supply varies according to the average per capita income of each state compared to the national average income.[11] Of the federal funds, a basic annual allotment of $80,000 is made to each state from the appropriation. The remainder of the appropriation is allotted to the states according to the ratio of the state's population to the total population of the United States as determined for the three most recent consecutive years for which satisfactory data are available. From time to time as he deems necessary, the Commissioner of Education may estimate the funds to which each state is entitled and then pay the funds in advance or as a reimbursement after adjustments have been made for previous overpayments or underpayments.

An audit of the records maintained by the state library agency is conducted by an auditing agency representing the Office of Education. This audit is done to insure that the federal funds have been properly administered.

In a few cases, construction funds had to be reallotted from a state that could not use its funds to a state that needed additional funds. Reallotment did not occur frequently as most states found little difficulty in identifying approvable construction projects. There were some reallotments, however, particularly in the first year of the LSCA program when the state agencies were just beginning to test the functional operation of the state plans. In FY 1965, a part of the Illinois funds were reallotted; all of Indiana's funds were reallotted because the state plan was not approved until FY 1966. Part of Missouri's funds were reallotted during FY 1966 because there were too few qualified construction projects in the state.

The states are allowed some flexibility in the way the federal and state shares for a particular construction project are computed. In some cases, states have figured the federal share for a project on the basis of the relative ability of the city or town to provide the matching funds. This sliding scale permits participation by a greater number of libraries throughout the state. Both public and private funds may be used to match the federal funds in the construction grant. Most states have set a maximum amount of federal funds that may be given to any one project because of the limited size of the total federal allotment. Using this procedure more projects can be funded because the money is distributed among a greater number of libraries.

The legislation specifies what costs incurred by the state library agency in the administration and supervision of the state plan may be paid with federal funds. Of particular interest to this study is the itemization of the additional costs applicable to the Title II construction programs. These costs include the construction of new library buildings and the expansion, remodeling and alteration of existing buildings. The acquisition, grading, and improvement of a building site, architectural engineering and inspection expenses subsequent to site selection, acquisition of an existing building, and the purchase and installation of initial equipment may be paid for with federal funds.

State Legislation for Libraries

State or local monies must be available for public library construction before federal funds can be allotted to specific projects. Since local funding for public library buildings is controlled by state law, the statutes of Illinois, Indiana, and Missouri are examined in this section. These laws affect the level of local support which in turn affect the availability of federal assistance.

The means which a public library may use to secure funds for a physical expansion program are limited. Generally, public libraries must rely upon one of the following methods of obtaining funds: tax levies, bonded indebtedness, annual certification, mortgages, gifts, and subscriptions. In some instances, several sources of funds might be combined in order to reach the necessary amount of money for the construction. Bonded indebtedness is the most common method of funding library construction projects.

Illinois.--For purposes of library support, the Illinois statutes give taxing authority to the following six units of local government: cities of over 500,000 population, cities with less than 500,000 population, counties, incorporated towns, townships, and villages. Although the taxing rates vary for each governmental unit, all rates are based on the full cash value of all taxable property as determined by the Illinois Department of Revenue.

A city with a population of over 500,000 has a library tax ceiling of $9,000,000. The revenue may be increased up to $15,000,000 per year by referenda, but the increase must not exceed $1,000,000 on any single referendum.[12]

For the remaining governmental taxing units, except counties, the establishment rate and ceiling is 0.12 percent of the full, fair cash value of all taxable property. For a county, the establishment rate and tax ceiling is 0.04 percent. In each of the above cases, library revenues can be increased up to 0.20 percent of the cash value of all taxable property by voter approval in a referendum.[13]

In Illinois, a bond referendum may be used to obtain funds to pay for the various aspects of library construction, such as purchase of a site, buying equipment, etc. Notice of a referendum must be given 30 days in advance of the election. Neither bonds nor special taxes may be issued until approval has been received from a majority of the voters in the bond election. Annual certification is another method that may be used to obtain funds for construction of new buildings. Additions to existing buildings may be financed with a mortgage up to 50 percent of the value of the structure and realty as improved by the addition.

Indiana.--The Library Law of 1947 and the Library Services Authority of 1967 govern the operation of public libraries in Indiana. The 1947 Law classifies all public libraries in the state as either Class I or Class II libraries. Libraries included in Class I are those organized under the terms of the Law or those that were organized before the Law but have converted to the terms of the Law by board resolution. Included in Class II are libraries administered by school boards, endowed libraries ($5,000 minimum endowment), independent township libraries, and all libraries organized under special laws.[14] The distinction between the two types of libraries is important because Class II libraries are exempt from the compulsory provisions of the Law. Since only about a dozen libraries in the state are Class II libraries, the focus of this discussion is directed to the Class I libraries and the provisions of the Law that apply to them.

The Library Law of 1947 contains provisions for contracts, mergers, extension of service to adjoining counties, and the formation of township library districts.[15] A number of the libraries included in this study used these provisions of the Law to the advantage and became eligible for LSCA funds.

The Library Services Authority was established in 1967 to further the development and improvement of all types of library services in the state. It accomplished this purpose by providing for the formation of a municipal corporation called a library services authority. Personnel, materials, and properties could be used more efficiently by bringing together all the governing groups responsible for library services, facilities and finances.[16]

The Authority gives district library boards the power to raise money in a number of different ways. The district library boards have the authority to issue bonds, accept gifts, and issue warrants or tax anticipation bonds of not more than one year's duration. In addition, they may borrow money generally; or upon temporary loan, they may borrow a sum not to exceed 50 percent of the anticipated and uncollected tax. Finally, they may create a library improvement reserve fund for financing capital expenditures which exceed 10 percent of the total annual budget.[17]

Indiana law requires that all money and securities belonging to a library must be kept in one of the following designated funds: a library operating fund, a construction fund, a library improvement reserve fund, or a separate fund for gifts, endowments, etc., in accordance with the terms specified by the donor.[18]

By means of a resolution, a library board may authorize and issue bonds for one or more of the following three purposes: 1) the acquisition and improvement of library sites; 2) the acquisition, construction, extension, or improvement of library structures; and 3) the refund of outstanding bonds and matured interest coupons. The sale of bonds is regulated by the Acts of 1943, Chapters 178 and 179. The law does not provide for a referendum system for the sale of bonds, but bonds for library construction may be sold upon petition of resident freeholders, provided that the petition is not overridden by remonstrance.

All bonds must be advertised beforehand and sold at public sale at an interest rate not to exceed 6 percent per year. The bonds are awarded to the highest bidder; the highest bid is determined by computing the total interest on the bonds and then deducting the premium bid from it.[19] The bonds must be paid during a period not to exceed 20 years from the date of issuance. Temporary loans or tax anticipation warrants may be sold in the same manner as bonds. The total bonds outstanding at any one time must not exceed 1-1/4 percent of the value of the property taxable for library purposes.[20]

Missouri.--Missouri statutes give three types of government units the authority to establish and maintain public libraries; the governmental units so empowered are municipalities of various sizes and types, counties, and school districts. The law prescribes a slightly different means of obtaining funds for operating expenses and for building construction for the public libraries in each of the governmental units.

Missouri municipalities fall into four classes based on population ranges. Inhabitants may elect to become a city of whatever class their population qualifies them. There is a certain amount of choice as the population ranges contain some overlap: first class--over 65,000 population; second class--27,500-100,000 population; third class--3,000-30,000 population; fourth class--500-3,000 population.

Cities that fall in the first class category are authorized to levy taxes for libraries not to exceed 70 cents in the aggregate on $100 of assessed valuation of property.[21] Cities in the second class category may increase the maximum tax rate for libraries up to the aggregate of 40 cents on $100 of assessed valuation of property. Third and fourth class cities may increase their tax rate not to exceed two mills on the dollar annually and not to be levied for more than ten years on all taxable property. In all classes, approval of the majority of voters must be obtained before such taxes may be levied.

In addition to the four classes of municipalities, there are several categories of municipal taxing units. These units are also based on overlapping population ranges: 1) cities of 10,000 or more population, 2) cities of 5,000 to 600,000; 3) cities over 600,000. Cities with a population of over 10,000 may levy a library building tax after obtaining approval of a majority of the voters; the levy may not exceed two mills on the dollar and may not have a duration of more than ten years.[22] Cities of 5,000 to 600,000 have the same levy stipulation. Cities of over 600,000 population may increase their rate of taxation not to exceed one and one-half mills on the dollar annually of the assessed valuation of all taxable property in the city.

County libraries are allowed a maximum of two mills on the dollar of assessed valuation of property for their operating expenses. To increase the tax level above this maximum or above a previously approved level, the approval of the majority of voters is required.[23] To obtain funds for a building, county libraries may levy a library building tax or they may issue bonds. The building tax is over and above the tax for operating expenses and two mills is its maximum value. Before the tax can be levied, the approval of the majority of the voters must be obtained; the building tax may not last for more than ten years and the revenues obtained from it must be put into a "county library building fund."[24]

Counties may issue bonds after obtaining the approval of two-thirds of the voters. The bonds must be paid in full within 20 years from the date of the contract and they cannot be issued in an amount exceeding 1 percent of the value of the taxable, tangible property in the county library district.[25] Money received from bonds may be used to cover the site cost, the construction of new buildings, or the improvement of existing buildings.

Urban school districts must obtain the approval of a two-thirds majority of the voters in order to levy an additional tax or for a bond issue to support library construction. The funds received from this tax must be kept in a "library building fund" and the school board maintains control of the fund.[26] Non-urban school districts may also borrow money and issue bonds in order to obtain funds for library construction.[27]

Urban school districts may levy a tax for library building construction, but it is limited to 1-1/2 cents on $100 assessed valuation, and the tax cannot be in force for more than five years.[28] Bonds sold to obtain funds for library construction must be repaid within 20 years, and at no time may the total indebtedness of the school district exceed an aggregate of 10 percent of the value of taxable, tangible property in the school district.[29]

Legislative restraints to local funding.--In Illinois and Indiana statutory regulations do not appear to have presented barriers to local funding of library construction. Since local funding could be obtained, public libraries in both states have been able to participate in LSCA programs.

Illinois statutes require the approval of a simple majority of the voters on a bond referendum. In Indiana, the statutory provision for the Library Improvement Reserve Fund has enabled public libraries to set aside funds for construction which they could use in LSCA programs. The procedure for selling public bonds in Indiana has presented no barriers to obtaining local funds for construction. A bond petition may be overridden by remonstrance, but unless opposition to the library construction project is exceptionally well organized, it is unlikely that such an event would occur.

In Missouri the statutes most frequently used in attempts to secure building funds require the approval of a two-thirds majority of the voters before a tax rate may be increased. Since a two-thirds majority is difficult to achieve, Missouri has had trouble obtaining the local funds necessary for participation in LSCA programs. Although the physical facilities of Missouri public libraries often are inadequate, it has been difficult to secure the local funds required to build the needed new facilities with the aid of federal funds. Libraries in Missouri frequently must operate in rented quarters, an arrangement which is uncommon in Illinois and Indiana.

References to Chapter II

[1] General administrative functions are specified in LSCA 501-503 and CFR 130.69-70; 130.72, and 130.76-130.93.

[2] LSCA 103(a), 203; CFR 130.2, 130.3, and 130.25(a)(1).

[3] CFR 130.3.

[4] CFR 130.25 (a)(1).

[5] Paxton P. Price, "LSCA--the Official View," ALA Bulletin, 58 (September, 1964), 696.

[6] CFR 130.77.

[7] CFR 130.78.

[8] CFR 130.80.

[9] John C. Frantz, "Library Services--Library Services and Construction Act," Illinois Libraries, 47 (January, 1965), 12.

[10] CFR 130.89.

[11] Legislative sections pertinent to funding and payments are LSCA 104, 201, 202, 204 and CFR 130.68, 130.71, and 130.73-.75.

[12] *Illinois Library Laws of 1968*, Ch. 81, sec. 3-3.

[13] Peter V. Pappas, ed., "Library Taxes and Limitations," *Illinois Libraries*, 50 (January, 1968), 35. See also, S.H.A. Statutes, Chapter 81, sections 3-1; 3-4.

[14] Indiana State Library, *Statistics of Indiana Libraries, 1967*, p. 1; and Alex Ladenson, ed. American Library *Laws*, 3d ed. (Chicago: American Library Association, 1964), p. 465.

[15] Indiana State Library. *The Public Library Law of 1947 and the Library Services Authority of 1967*, pp. 10-11 (Note sections 10, 11, 12, 13, 14, 14a, 14b).

[16] *Ibid*., p. 3 (section 1).

[17] Ladenson, *American Library Laws*, 3d ed., pp. 473-74.

[18] *Ibid*., p. 475.

[19] *Burns Annotated Indiana Statutes*, 61-413 through 61-419.

[20] Ladenson, ed ed., *3d Supplement, 1967-68* (Chicago: American Library Association, 1969), p. 180.

[21] *Ibid*., p. 815.

[22] *Ibid*., p. 810.

[23] Ladenson, ed. *American Library Laws*, 3d ed., p. 802.

[24] *Ibid*., p. 804-5.

[25] *Ibid*., p. 805-6.

[26] *Vernon's Annotated Missouri Statutes*, Section 164.111.

[27] *Ibid*., Section 164.121.

[28] *Ibid*., Section 164.081.

[29] *Ibid*., Section 164.161.

CHAPTER III

METHODOLOGY

An evaluation of the effectiveness of federal funding under the Library Services and Construction Act, Title II forms the bases for this study. The primary purpose of LSCA Title II was to provide financial assistance for construction of new public library buildings and the expansion and remodeling of existing buildings. Through the better physical facilities provided by new, enlarged, or improved buildings, library service to a region could be enriched or extended.

The intent of Title II, however, included more than simply providing construction money for library buildings. Federal funds were expected to have a catalytic effect on the allocation of state and local funds, and it was anticipated that the latter would be increased substantially as a result.

Although a comparison of state and local funding expended for public library construction before passage of the Act and after passage and funding of the Act would investigate the primary purpose of the Act, such a study would not include the broader aspects of the Act which contribute greatly to its effectiveness and are a vital part of it.

In order to include a number of the important facets of the total LSCA Title II program in the investigation, a more extensive study was planned. Along with an examination of the gross fiscal aspects of the program, this study also investigates the following areas: 1) the administration of the program; 2) legislative constraints on local funds; 3)quantitative aspects of old buildings and new buildings or additions 4) reactions and opinions of librarians and trustees involved in the planning and construction phases of building projects.

This chapter outlines the methodology used in the study. The hypothesis guiding the study is stated first; then the independent and dependent variables are presented along with the relationships expected to exist between them. The use of a control variable (type of project) is included in the discussion of variable relationships. The instruments developed to collect data for the variables and the sampling design used to determine which libraries would be used in the study are described. The methods of collecting the data are outlined and the statistical tests with which the data were analyzed are discussed.

Hypothesis

The focus of the study may be sharpened by the following statement of the hypothesis:

> The presence of federal funds has a direct and positive effect on the construction of public library buildings. Two specific effects are:
>
> 1) More local funds are made available for public library construction projects
> 2) Public library quarters of higher utility are constructed with joint funding than with total local funding because of the federal and state requirements for planning and projection.

Definitions.--Terms used in the hypothesis and statements are defined below.

Local funds - construction funds which are obtained through gifts, tax levy, sale of bonds, reserve from current operating expenditures, or similar means.

Public library construction projects - construction involving the erection of a new library building or an addition to an existing library building. Remodeling projects are not included within the scope of this study.

Library quarters of higher quality - a public library building which has more gross square feet and a higher level of planning.

Joint funds - construction funds that come from both federal sources and local sources.

Planning and projection - applicants for LSCA Title II funds generally are required to meet the following planning and projection specifications: 1) hire a registered architect; 2) survey the community and its needs for library service; 3) write a building program statement; 4) retain a library building consultant; and 5) project 20 years of use for the building.

Research Design

Descriptive in design, this study was planned to examine the effect of the availability of federal funds on public library construction. Public libraries in Illinois, Indiana, and Missouri form the sample of libraries studied. Within the framework of the stated hypothesis, one independent variable and a total of nine dependent variables are defined and the relationships expected to exist among them are outlined. Diagram 1 displays these relationships graphically.

Independent variable.--The funding source of the construction project serves as the independent variable in the investigation. According to the statement of the hypothesis, the source of funds used to finance public library structures is expected to have a number of different, but related effects on the buildings constructed.

In this investigation, the funding source is divided into two categories (joint funding and local funding only) to test the effects of the availability of federal funding. The category local funding, is further divided into two subcategories, funding after passage of LSCA and funding before passage of LSCA, to test aspects of the availability of federal funds for construction.

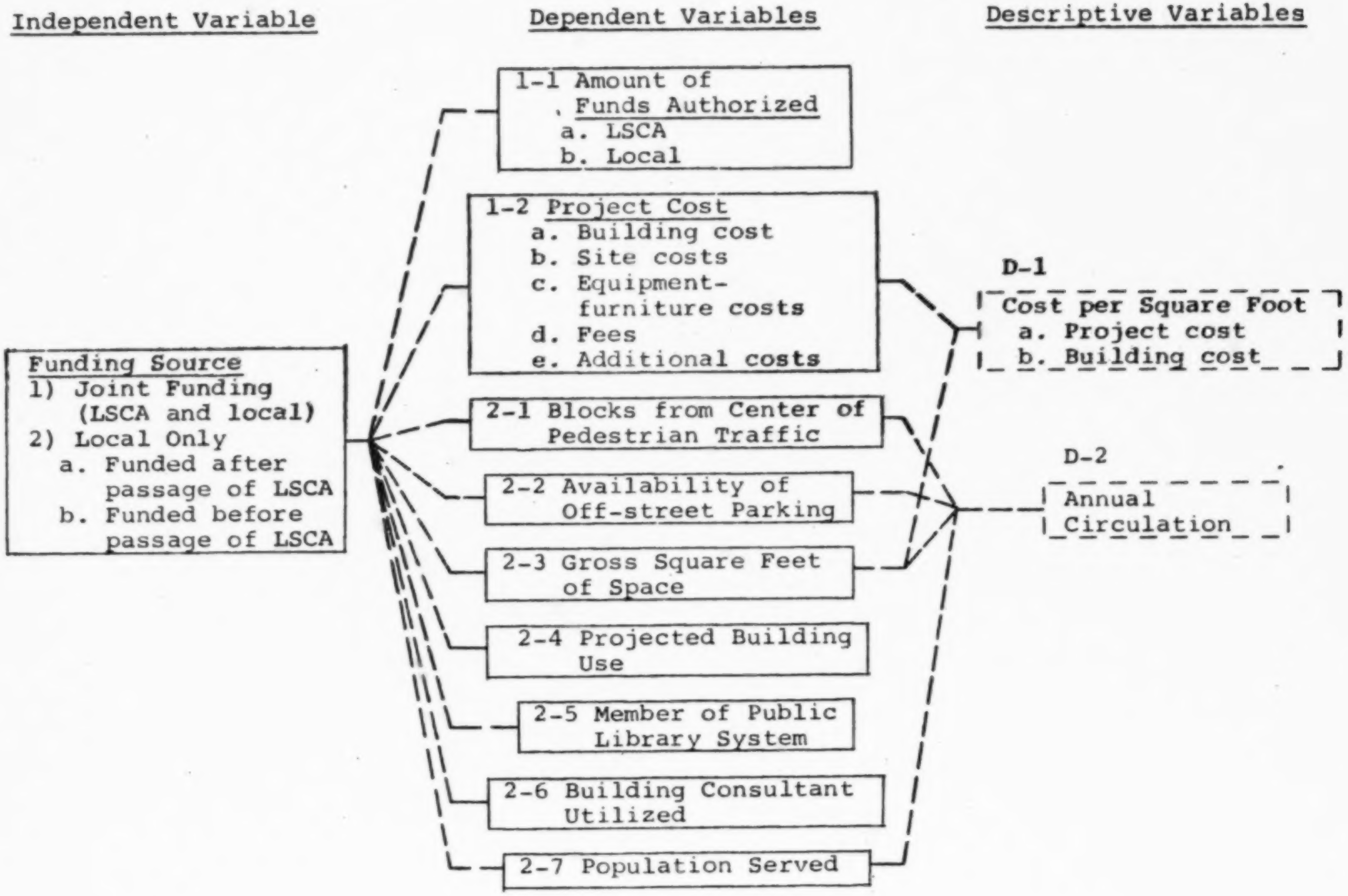
Dependent variables.--The nine dependent variables may be grouped into two categories: measures of the amount of local funds made available and measures of the utility of the public libraries constructed.

The first category (indicators of the amount of local funds made available) contains two variables: amount of funds authorized and the project cost. The amount of funds authorized for public library construction is an area of primary concern in this investigation. It is expected that buildings constructed with funds from both federal and local sources will have the largest funding authorization because the federal funds will be an incremental addition to the local funding. Also, it is anticipated that the availability of federal funding will produce an increase in the authorized local funding.

Project cost is the second dependent variable in this category. Buildings constructed with both federal and local funds are expected to be larger because they have a higher funding authorization. As a result, it is anticipated that the project costs will be highest for libraries built with federal and local funds.

DIAGRAM 1

RELATIONSHIP BETWEEN INDEPENDENT AND DEPENDENT VARIABLES


Independent Variable
Dependent Variables
Descriptive Variables
Funding Source
1) Joint Funding (LSCA and local)
2) Local Only
a. Funded after passage of LSCA
b. Funded before passage of LSCA
1-1 Amount of Funds Authorized
a. LSCA
b. Local
1-2 Project Cost
a. Building cost
b. Site costs
c. Equipment-furniture costs
d. Fees
e. Additional costs
2-1 Blocks from Center of Pedestrian Traffic
2-2 Availability of Off-street Parking
2-3 Gross Square Feet of Space
2-4 Projected Building Use
2-5 Member of Public Library System
2-6 Building Consultant Utilized
2-7 Population Served
D-1
Cost per Square Foot
a. Project cost
b. Building cost
D-2
Annual Circulation

Within the general area of project cost, the following specific costs are identified and examined: building cost including built-in equipment, site costs, fees, equipment and furniture costs and additional costs. Using these values, a cost per square foot can be determined for both the building and the total project.

The second category (indicators of the utility of the library constructed) contains seven variables: 1) location of the building; 2) availability of off-street parking; 3) gross square feet of space in the building; 4) number of years of use projected for the building; 5) membership in a library system; 6) use of a building consultant; and 7) population served. Both the old and new structure are considered in variables 1, 2, and 3 of this category. Circulation serves as an indirect indicator of utility; the combined effects of building location, availability of off-street parking, gross square feet of space and population served may be observed in the number of materials circulated.

The location of the building serves as an indicator of the utility of the structure, because it is assumed that a building with greater utility will be nearer the town's center of pedestrian traffic. It is expected that buildings funded with federal and local funds will be closest to the center of pedestrian traffic because more money is available for purchase of the site even in the more expensive, populous urban areas favored by LSCA selection priorities. In addition, LSCA funds may be used for a survey of community needs which identifies the center of pedestrian traffic in the area being considered.

Availability of off-street parking is an indicator of building utility because it provides ease of access for library users. It is expected that libraries funded with both federal and local funds will have more money for purchase of the site and therefore will be able to buy a larger site which will have more space for off-street parking. The availability of more money may allow for better site planning which will be more likely to recommend off-street parking.

The gross square feet of space in the building acts as an indicator of building utility because it is assumed that in general terms, a larger building is better than a smaller one. It is expected that buildings constructed with funds from both federal and local sources will have the largest amount of gross square feet of space because the two sources provide more funds. With the larger amount of funds, it is possible to erect a larger building. Better planning should also produce a building with more gross square feet of space.

A variable related to the gross square feet of space is the difference in the amount of space between the new and old structure. It is expected that buildings funded with both federal and local funds will have the greatest difference in the amount of space because the buildings constructed with joint funds have more construction funding and better planning.

Circulation serves as an indirect indicator of building utility as a result of the effects of the four dependent variables described within the category of utility indicators. Buildings constructed with both federal and local funds are expected to have the greatest circulation because the buildings are located closest to the center of pedestrian traffic; they have the greatest amount of off-street parking; the buildings have the greatest gross square feet of space; and they serve the largest population.

The number of years of use projected for the building is an indicator of building utility, because it is assumed that buildings projected for a longer time are planned better and are more useful than buildings projected for a shorter period of service. It is expected that structures built with both federal and local funds will have the greatest number of years of projected building life before expansion becomes necessary because of the LSCA requirement that buildings be planned with a 20-year projected period of use. The projected period of use of buildings constructed with local funds only is often determined by the amount of construction funds available.

Membership in a public library system serves as an indicator of building utility because the LSCA state plan selection priorities place system libraries at a higher priority level than non-system libraries. System libraries often are in the more populous urban areas. They frequently serve more people than non-system libraries not only because of the greater population density, but also because of the cooperation among the member libraries of the system. Building utility therefore should be greater in a system library than in a non-system library. It is expected that system members will have more buildings constructed with federal and local funds than with local funds alone.

The use of a building consultant may act as an indicator of the utility of the building because it is assumed that having the expert advice of a building consultant will result in a better, more functional building. It is expected that buildings constructed with both federal and local funds will have the greatest number of projects in which a building consultant was retained. Either the state plan or a planning requirement within the LSCA application states that a building consultant must be used. Projects funded with only local funds are less likely to employ a building consultant because of the fees involved and the difficulty of selecting a knowledgeable consultant.

The population served by the completed structure may function as an indicator of utility of the building because it is assumed that the greater the population served, the more functional the building. It is expected that buildings constructed with both federal and local funds will serve a larger population because state plan priorities for selection of projects give a higher rating to populous urban areas than to less populous rural areas.

Control variable.--The type of building constructed serves as a control variable in the investigation. Since the construction of a new building is different from the construction of an addition to an existing structure, it is thought that these differences might have an effect on the relationships between the funding source of the projects (the independent variable) and the amount of local funds and the utility of the building constructed (the dependent variables). The effect of the control variable is tested in the investigation.

Data Collection Instruments

Instruments were developed to collect data for the indicators of the independent variable, the dependent variables, and the control variable. Questionnaires and structured interviews were the instruments chosen. The questionnaires appear in Appendix D and the interview schedules in Appendix H.

Questionnaires.--Two questionnaires were developed to collect data for the study; they are titled "Public Library Buildings Data" and "Public Library Buildings Survey." The first questionnaire, "Public Library Buildings Data," was designed to be multipurpose because it was used to gather information from libraries with joint funding and from libraries with local funding only and for both construction of new buildings and additions to an existing building. With two exceptions (questions 9 and 14 which were intended for jointly funded libraries only), all the questions were to be answered by all the respondents.

The purpose of the second questionnaire, "Public Library Buildings Survey," was to clarify the date when funding for local construction was approved and to verify the type of construction project (i.e., a new building or an expansion of an existing building) that had been authorized. In form, this questionnaire was an abridged version of the first questionnaire; it contained twelve questions which were designed to obtain a minimal quantitative description of a library building project.

Interview schedules.--Chapter V contains all of the information pertaining to interview schedules, on-site interviews with librarians and trustees, coding and analysis of the data obtained through the interviews.

The pre-test.--The instruments were pre-tested at the Peoria Public Library before they were used to collect data for the study. The Library was selected for pre-testing the instruments because it was an easily accessible, jointly funded new building. The questionnaire was sent to the Librarian two weeks before the investigators made the field visit to allow ample time for collecting the information requested.

During the field visit, the Librarian and the investigators examined the completed questionnaire together to determine if the information requested was available and if it could be located in a reasonable amount of time. The cover letter and the instructions for completing the questionnaire, as well as the definitions included, were examined for clarity. Clarity and lack of ambiguity in the cover letter, the questionnaire, and the definitions were necessary if consistent responses to the questions were to be obtained.

Several minor modifications were made in the questionnaire after the pre-test. The instructions to the respondent and the definitions used in the questionnaire were changed slightly. After these changes had been made, the data collection instruments were ready for use.

Sampling Design

The sampling design used in the study consists of four procedures: definition of the temporal period, identification of the universe, determination of the size of the sample needed, and the drawing of the sample. In the execution of the second procedure a number of difficult problems were encountered; these problems and their solutions are discussed in this section. The other procedures presented no special problems.

The four procedures were used to draw the three samples utilized in the study. The first sample consists of public libraries constructed with local funds only before federal funds were available. The second sample is made up of libraries built with both local funds and federal funds appropriated under the Library Services and Construction Act, Title II. The third sample contains libraries constructed with local funds only when federal funds were available.

Definition of the temporal period.--Two separate periods of time were defined for use in the study: 1) a period before the passage of the Library Services and Construction Act, and 2) a period following the passage of the Act.

The first period is defined as the three fiscal years that immediately preceded the passage of LSCA: 1962, 1963, and 1964. This period is the same for each of the three states.

The second period is the first three fiscal years federal funding was available. For Illinois and Missouri the first three years of federal funding were 1965, 1966, and 1967, but in Indiana, the first three years of federal funds were 1966, 1967, and 1968. Although the actual years differ for the three states, the temporal span is comparable because for each state it is the first three years federal funds were available.

The last fiscal year that could be used in the study is 1968 because an important part of the study is an evaluation of the librarians' satisfaction with Title II funding and with the completed building constructed with federal funds.

Definition of the universe.--The following basic definition was established before the identification of the universe was begun: public library construction projects are classified according to the fiscal year in which funds were authorized for them. This definition must be clearly understood because several other classifications are possible.

Three different procedures were used to identify the universe: the literature was searched, the state libraries and other state agencies in the three states were contacted, and a brief mail questionnaire was sent out.

The majority of the buildings in the three states that had been constructed, expanded, or remodeled during the temporal period selected for the study (1962-1968) were identified by a search of the literature. Pertinent items found in *Library Literature*, 1961-1969, were examined. Additional information was obtained from publications of state agencies; two Illinois publications were examined: *Illinois Libraries* and *Annotation of Public Library Development*. For Indiana, two publications were used: *Library Occurrent* and the *Extension Division Bulletin* issued by the Indiana State Library. One Missouri publication was examined: *Show-me Libraries*.

The state libraries in Illinois, Indiana, and Missouri were asked to provide two lists of library construction projects: 1) all projects jointly supported by LSCA and local funds during 1965-1968; and 2) all projects supported by local funds only during the periods 1961-1964 and 1965-1968. The projects jointly funded by LSCA and local funds were readily available because records of these projects were filed routinely with the Title II consultant in each state library.

Serious difficulties were encountered in attempting to identify projects supported by local funds only because there is not a standard procedure for reporting them to the state library. Public library construction projects in Illinois have been reported by the State Library in the buildings issue of *Illinois Libraries* for a number of years, including 1962, 1964, 1966 and 1968, the period of the study. In years not issued, construction projects were reported through announcements and articles in regularly published issues of *Illinois Libraries*.

The list of locally funded construction projects sent by the Indiana State Library identified a few projects that had not been found in the literature search; and the literature search identified a few projects that were not on the list.

The Missouri State Library was able to identify only four locally funded public library construction projects for the period 1961-1968. At the time of this inquiry, the State Library was formulating a questionnaire to survey public library construction in Missouri and they allowed the investigators to add several questions to their questionnaire. The Missouri State Library mailed 300 questionnaires to the public libraries in the state in January, 1969; the rate of return was low and by the middle of March, 1969, less than one-half of the forms (40 percent or 120 of the 300 forms sent) had been returned. Six new buildings or expansion projects that had not been found previously were identified by means of the questionnaire; most of the projects reported through the questionnaire were remodeling projects.

After the state libraries had been contacted, other state offices which might consolidate building permit records or have other information sources regarding public library construction projects were queried. In Illinois the Office of the Supervising Architect, Division of Building Management and Construction was questioned. In Indiana the Administrative Building Council was asked for information, and in Missouri the Division of Public Buildings was contacted. The Illinois and Missouri offices were not able to provide information on library construction, but the Administrative Building Council of Indiana compiled a list of library construction projects for 1965 from their weekly list of projects filed. This list did not identify any public library construction projects which had not already been identified earlier by other methods.

Obtaining an accurate and complete list of the locally funded construction projects was the most difficult part of the identification of the universe. Two factors are primarily responsible for the difficulties encountered: 1) the absence of a routine to report locally funded construction projects to the state library agency, and 2) the lack of a standard procedure for assigning projects to fiscal years. Many libraries reported their construction projects by the calendar year during which construction was completed, but for this study, projects were assigned to a fiscal year according to the year when the funds were authorized.

After all the public library construction projects within the specified temporal period in Illinois, Indiana, and Missouri had been identified, a brief questionnaire was sent to each library constructed with local funds only; this questionnaire asked for the date the funding was authorized for the construction project. (The questionnaire, "Public Library Buildings

Survey," appears in Appendix D.) This step was necessary because some of the projects reported in the literature did not list the date when funds were authorized and some listed only the year when the construction was completed.

In January, 1969, a total of 146 questionnaires were mailed to the libraries built with local funds only; 79 questionnaires were sent to Illinois libraries, 51 to Indiana libraries, and 16 to Missouri libraries. One mail follow-up and one telephone follow-up resulted in a 100 percent return. Using the information supplied on the questionnaire, it was possible to assign the locally funded construction projects to the correct year.

Size of the sample.--After the universe had been identified, it was necessary to determine the size of the sample needed for the study. Both the amount of time and funds allowed for the study were limited; tentatively it was planned that the study would be completed in one year. Since a visit to each library in the sample was desired, the size of the sample had to meet these conditions.

A total of 119 public library construction projects made up the universe of projects in Illinois, Indiana, and Missouri during the specified temporal period. It was decided that a random sample of 50 percent of the population would satisfy the needs of the study; with a sample of this size the hypothesis could be tested and generalizations could be made about the population on the basis of the analysis of the sample. A systematic sample of the stratified population was the sampling technique chosen.

Drawing the sample.--The population of public library construction projects was divided into two groups: 1) projects jointly funded by LSCA and local funds and 2) projects supported by local funds only. Within each of the groups, the construction projects were further divided into groups according to the state (Illinois, Indiana, and Missouri) and by the type of project (construction of a new building or expansion of an old building). Within each group the construction projects were arranged alphabetically by the name of the city, town, township or community in which they were located.

A random and systematic sample was drawn from this stratified population (see Appendix E for list of libraries in the sample); the sample was random to the extent that a table of random numbers was used to select the initial sample member from the population list. By choosing the first sample member within the predetermined selection interval by a random means, every library in the population has an equal probability of selection. The predetermined selection interval was two because one-half of the population was to be included in the sample. The number two appeared in the table of random numbers before the number one; therefore, the second library was used as the initial sample member and every second library thereafter was selected.

The number of construction projects contained in each of the categories (construction projects jointly funded with LSCA and local funds and projects funded locally before and after LSCA passage) are shown in Tables 9, 10 and 11 respectively. Jointly funded projects included 37 new buildings and 9 additions; locally funded projects included 35 new buildings and 19 additions before passage of LSCA and 10 buildings and 9 additions after passage of LSCA. Although the remodeling projects are not used in the study, they are shown in the tables because they are part of the population.

In the locally funded category, it may be noted that approximately twice as many buildings were funded in the period before LSCA passage than were funded after the passage of LSCA. In order to balance the size of the before LSCA and after LSCA sample and to make this sample comparable in size to the sample of construction projects funded by LSCA and local funds, a different procedure was used to draw the sample of locally funded projects before the passage of LSCA. In this group of projects locally funded before the passage of LSCA, one-quarter of the total projects were used; the selection interval was changed to four and every fourth library was selected. In the group of construction projects supported by local funds only after the passage of LSCA, one-half the projects were used; the selection interval remained two, and every second library was chosen for the sample.

Data Collection

Data for the study were collected using the questionnaires discussed in the earlier section on data collection instruments. Data collection took the form of 1) preliminary visits to the state libraries; 2) mailing of questionnaires and 3) field visits to each library to conduct interviews, to collect some additional data, and to examine the completed questionnaires for completeness and reporting adequacy. The raw data were then prepared for analysis.

TABLE 9

JOINTLY FUNDED PROJECTS

	Illinois		Indiana		Missouri		Total	
	Population	Sample	Population	Sample	Population	Sample	Population	Sample
New buildings	22	11	9	4	6	3	37	18
Additions	4	3	2	1	3	1	9	5
Sub-total	26	14	11	5	9	4	46	23
Remodeling	2	--	0	--	4	--	6	--
Total	28	14	11	5	13	4	52	23

TABLE 10

LOCALLY FUNDED PROJECTS BUILT BEFORE LSCA PASSAGE

	Illinois		Indiana		Missouri		Total	
	Population	Sample	Population	Sample	Population	Sample	Population	Sample
New buildings	11	3	20	5	4	2	35	10
Additions	13	3	5	1	1	1	19	5
Sub-total	24	6	25	6	5	3	54	15
Remodeling	14	--	1	--	8	--	23	--
Total	38	6	26	6	13	3	77	15

TABLE 11

LOCALLY FUNDED PROJECTS BUILT AFTER LSCA PASSAGE

	Illinois		Indiana		Missouri		Total	
	Population	Sample	Population	Sample	Population	Sample	Population	Sample
New buildings	3	2	6	3	1	1	10	6
Additions	5	3	3	2	1	0	9	5
Sub-total	8	5	9	5	2	1	19	11
Remodeling	1	--	6	--	5	--	12	--
Total	9	5	15	5	7	1	31	11

During December, 1968, and early January, 1969, the investigators visited the Illinois, Indiana, and Missouri State Libraries to obtain a description of the State Library procedure used in administering the Title II program and any available data in the LSCA files which would provide information requested in the "Public Library Buildings Data" questionnaire. Copies of a preliminary (untested) questionnaire were reproduced to gather data for the latter group of information.

The Title II consultant and the State Librarian were interviewed to obtain information regarding Title II funding and the construction program. The Title II consultant (or the person responsible for administering the program) was asked for a detailed explanation of the procedure which a library had to follow in applying for a Title II grant. The state library's procedures for processing the application, reviewing all applications, and determining the final allocation of the federal funds were also explained by the consultant. The consultant provided a copy of each of the forms and checklists used in the application and administrative procedures, noting any forms which had been superseded.

The LSCA state plan was discussed with the consultant, particularly those portions of the plan pertaining to Title II. The general effectiveness of the state plan was considered, and any changes in the plan since its inception were noted. A copy of the initial state plan and any subsequent revisions were collected at each of the three state libraries for later comparison of the states' administrative guidelines and procedures for federally supported public library construction.

All of the Title II records were examined during the initial visit to each of the three state libraries. The State libraries kept the approved projects in the files by fiscal year funded, with all of the correspondence and records for each project maintained in individual project folders. This procedure facilitated this phase of data collection. Any information pertinent to this study was entered on the preliminary questionnaire for each project in the files. This information was included on the questionnaire later mailed to the libraries selected for the sample. In this way, sample libraries were provided with some data and the libraries were asked to verify the information given rather than to supply it.

The partially completed "Public Library Buildings Data" questionnaire and a two page explanatory note were sent on January 24, 1969 to libraries in the joint funding category.

The cover letter asking the librarian's cooperation included an outline of the study and gave an estimate of the amount of staff time data collection and interviews would require. The letter and explanatory note appear in Appendix F.

One week after the request for participation in the study had been sent to the sample libraries, a telephone follow-up was begun and continued until all sample libraries had been contacted. After they agreed to be part of the study, on-site visits were scheduled. Nine libraries had to be eliminated from the original sample; one library was reluctant to participate in the study and eight libraries were either in planning or construction phases that would not be completed prior to the end of the study's data collection period. To replace these nine libraries, the library in the population listing immediately following the sample library eliminated was substituted. The substituted library was contacted by phone to save time, and the questionnaire and explanatory material were sent to the library once it had agreed to participate.

On-site visits to each of the sample libraries were conducted for the following purposes: 1) to discuss the "Public Library Buildings Data" questionnaire with the librarian item by item to ensure that all questions were clearly understood, and that all questions were answered: 2) to interview the librarian and/or board member using the structured interview schedule; 3) to examine the new building or addition, noting the type of construction and general layout; 4) to note the site location of both the old and the new structure. The investigators visited three libraries in the field together in order to familiarize themselves with the data collection procedures and standardize their use of the data collection instruments. The remaining on-site visits were divided between the investigators and conducted singly.

Data on site location, a dependent variable in the study, proved to be difficult to secure. The measurement criterion used was the number of city blocks that both the old and new site location were located from the center of pedestrian traffic. The location in the city where there is the greatest concentration of pedestrians is the most likely location for the library, because it has the highest probability of potential library users.

Generally, the librarians were able to complete the requested information on site location (question 5 in the "Public Library Buildings Data" form) based on their knowledge of the community or through access to a community study which might contain the data. Regardless of the librarians' response, however, the office thought most likely to have data regarding pedestrian concentrations and traffic was contacted at each city or town visited. Offices which had the desired information included the city architect, city planning office, traffic engineer, bus company or local chamber of commerce, depending on the size of the city, town, etc. Frequently the information provided by one of these offices served only to validate the response already given by the librarian. In those instances where the office and the librarian differed, data quoted by the office was used if the office based its responses on a community study involving the business district and pedestrian patterns.

After the sample of locally funded projects had been selected, a pattern of data collection similar to that described for the jointly funded libraries was used in obtaining information for the locally funded libraries. Only one substitution was necessary in the initial sample of locally funded projects because one library declined to participate. Information located in the literature and data provided earlier through the return of "Public Library Buildings Survey" forms were transferred to copies of the "Public Library Buildings Data" questionnaire, as had been done before.

The questionnaire and an explanatory cover letter were mailed to the sample libraries on April 1, 1969. Data were collected by questionnaires during the period from April to July. The on-site visits were conducted for the same purposes as those for jointly funded libraries and were handled in the manner described above.

Data Preparation

The data collected with the questionnaires were checked for completeness and accuracy. When a questionnaire had missing or questionable data, the library was asked to supply or verify the information. Calculations were performed on the data supplied in order to obtain 1) the age of the old structure; 2) the time lapse in days between funding approval and completion of construction; 3) the difference and the percent of change in the gross square feet of space in the old structure and the new structure; 4) the ratio of LSCA funds to local funds; and 5) the per capita support for public library construction. The elements of construction costs listed in question 10 of the questionnaire "Public Library Buildings Data" were added to verify the total cost given.

The questionnaires were especially designed for ease of coding and when all the data were complete and correct, they were coded for key punching. The punched cards provided a data base suitable for computer analysis.

Statistical Tests

One-way and two-way analysis of variance were utilized in the analysis of the data collected for this study. Analysis of variance is a test used to determine the statistical significance of the difference between the means of a number of different samples. The test utilizes variances rather than means and standard errors in its computation. Assumptions used in the analysis of variance are that the population distributions are normal, the population deviations are equal, and that independent random samples are drawn. The data meet these assumptions to the extent that the samples were drawn in a random manner; a normal population may be assumed.

The statistical null hypothesis tested is that there is no difference among the means of the dependent variable. Statistically significant differences in the means can establish the relative importance and direction of the relationship among the dependent variables; results of the tests can lead to the rejection of the null hypothesis and acceptance of the stated hypothesis.

One-way analysis of variance (also referred to as simple analysis of variance) is the primary statistical test employed in this study. It is used to examine the statistical relationships existing between the means of the funding source (the independent variable) and the amount of funds and the utility of the building (the dependent variables described earlier in this chapter). The measure of statistical variance is the F ratio. If the F ratio is less than unity, differences in variance can be expected to occur by chance alone. Where the F value exceeds the values in F-distribution tables for the level of significance accepted in the study (.10) and for the appropriate degrees of freedom, the difference in variance is statistically significant. A statistically significant result indicates that within a 10 percent margin of error, the difference in the means of the funding source categories did not occur by chance. Such a result permits the rejection of the null hypothesis and acceptance of the stated hypothesis.

In computing the F ratio for one-way analysis, the values of the dependent variables for all sample libraries are divided into the three categories of funding source--joint funding, local funding after passage of LSCA, and local funding before LSCA passage. Means are computed for the three categories and variances between individual values and category means (within sum of squares) and category means and the grand means (between sum of squares) are then computed. The F ratio is the ratio of the between sum of squares to the within sum of squares.[1]

Two-way analysis of variance is used in this study to test the effect of the control variable (type of building constructed) and to establish whether there is a significant effect when type of project is introduced. The three funding source categories are divided into two types of project--new buildings and additions to existing buildings. With two-way analysis of variance, F ratios are calculated for funding source categories controlling for type of project and also for type of project controlling for funding source.

In two-way analysis of variance, three F ratios are calculated using the following three components as numerators of the ratios: between column sum of squares; between row sum of squares; and interaction sum of squares. The unexplained sum of squares (i.e., the proportion of total variation left unexplained by both variables) is the denominator of the ratios. The first two F ratios test for the significance of variance between one independent variable (funding source) and each dependent variable (measures of amount of funding and utility of the building) while controlling for the control variable (type of project). The third F ratio tests for the interaction of variance for additivity of the means in the contingency table. (See Diagram 2 for an explanation of contingency table calculations.)

The .10 level of significance is used in the two-way analysis of variance so that the results of these tests may be compared with the results of the one-way analysis of variance. The differences in the results of the two sets of tests may be used to determine if type of project has any effect on the statistical significance of the variables.

The analysis of variance test has an unbalanced design resulting from an unequal number of observations (sample library means) in the contingency table cells for each dependent variable. An equal number of observations would result in an

DIAGRAM 2

TWO-WAY ANALYSIS OF VARIANCE CONTINGENCY TABLE

Type of Project		Funding Source		
		LSCA	Local After	Local Before
	New Construction	$\overline{X}_{11}$	$\overline{X}_{21}$	$\overline{X}_{31}$
	Addition + Addition/Remodel	$\overline{X}_{12}$	$\overline{X}_{22}$	$\overline{X}_{32}$

→ between-row sum of squares yields variance for type of project, controlling for funding source.

↓ between-column sum of squares yields variance for funding source, controlling for type of project.

$\overline{X}_{11}$ = mean for column 1, row 1

$\overline{X}_{21}$ = mean for column 2, row 1, etc.

exact analysis of variance. With this unbalanced design, however, the analysis of variance is only approximate. Though some error is introduced, an approximate computation is sufficient in determining statistical significance in this study.

Limitations of the Data

Two factors produced limitations on the data: the variation in the manner by which libraries record information and the lack of standardization of reporting procedures to the State Libraries. The variations in recording of information were identified and examined as the investigators made on-site visits. The definitions established for this study were an aid in controlling for these variations. However, uniformity of the study data was a problem and comparability of the data was sometimes questionable.

The lack of standardized reporting procedures to the state libraries created a problem in the identification of the population. One portion of the population, jointly funded construction projects, was easily identified since complete records were maintained by the state libraries. Locally funded projects, however, presented a problem. Though every possible approach to the identification of all local projects was explored, some libraries were unavoidably overlooked. This omission affects the reliability of the study to an extent.

The local projects in Illinois and Indiana were covered reasonably well, but there may be gaps in the local projects identified for Missouri. It is unfortunate that the state libraries have not initiated a uniform reporting procedure for library construction projects as well as for many other types of library data. If such a communication and reporting system did exist, library research generally would be strengthened, and the reliability of research would increase.

References to Chapter III

[1] Discussion of one-way analysis of variance and two-way analysis of variance and associated interaction can be found in Hubert M. Blalock, Social Statistics (New York: McGraw-Hill, 1960), pp.242-64. George A. Ferguson, Statistical Analysis in Psychology and Education. 2d edition (New York: McGraw-Hill, 1966), pp.281-323.

CHAPTER IV

ANALYSIS OF THE DATA

The analysis of the data collected for the study is presented in this chapter. The data were analyzed statistically using one-way analysis of variance. The results of the analysis are discussed in terms of the effect of the funding source (the independent variable) on the amount of funds authorized and the utility of the building constructed (the dependent variables). The support for the study's hypothesis provided by these results is discussed.

The hypothesis, as stated in Chapter III, is:

> The presence of federal funds has a direct and positive effect on the construction of public library buildings. Two specific effects are:
> 1) More local funds are made available for public library construction projects;
> 2) Public library quarters of higher utility are constructed with joint funding than with total local funding because of the federal and state requirements for planning and projection.

The type of building constructed (new building or addition) is used as a possible alternative hypothesis that may explain the differences that are expected to occur in the dependent variable. This variable is treated as a control and its effect on the dependent variables is tested with two-way analysis of variance.

All data calculations were performed using an IBM 360/75 electronic computer and SOUPAC (Statistically Oriented Users' Programming and Consulting) programs. Reduction of the questionnaire data to machine readable form permitted considerable flexibility in the computations performed on specified variable groupings.

The data for the analysis presented in this chapter were obtained through use of the "Public Library Buildings Data" questionnaire developed for the study.

The dependent variable data are derived from information contained in the completed questionnaire. The data are interval level in measure and are grouped into two categories: 1) local funds available, and 2) utility of the library building constructed.

The first category (indicators of the amount of local funds made available) is divided into two dependent variables: amount of funds authorized and project cost. The second category (indicators of the utility of the library building constructed) is divided into seven dependent variables: location of the building, availability of off-street parking, gross square feet of space in the building, number of years of use projected for the building, membership in a library system, use of a building consultant, and population served.

Several of these nine dependent variables are further subdivided into two or more sub-variable groupings. The complete outline of the dependent variables and their components is given below:

Indicators of local funds made available

1-1 Amount of funds authorized
    a. LSCA funds authorized
    b. Local funds authorized
        1) Per capita support for library service at funding approval
        2) Per capita support for library service at completion of the building

1-2 Project cost
    a. Building cost including built-in equipment
    b. Site costs
    c. Equipment and furniture costs
    d. Fees
    e. Additional costs

Indicators of utility of the building constructed

2-1 Blocks from center of pedestrian traffic (old and new structure)

2-2 Availability of off-street parking (old and new structure)

2-3 Gross square feet of space--total (old and new structure)

Physical aspects:

a. Shelving capacity (in volumes, old and new structure)

b. Seating capacity, public reading area (number of seats, old and new structure)

c. Seating capacity, meeting rooms (number of seats, old and new structure)

d. Difference in gross square feet, old to new structure

e. Percent change in gross square feet, old to new structure

2-4 Projected building use (in years)

2-5 Member of a public library system

2-6 Building consultant utilized

2-7 Population served

a. 1960 censes

b. Population when construction began

c. Population projection

d. Most recent population

Two descriptive relationships involving two or more interrelated dependent variables have been examined in analyzing the available data. The first descriptive variable (cost per square foot for the building and for the total project) was derived from the building cost, the total project cost and the gross square feet of space of the building or addition constructed.

The second descriptive variable (circulation) is a function of four dependent variables: blocks from center of pedestrian traffic, availability of off-street parking, gross square feet of space, and population served.

The independent variable, funding source, is divided into two categories: joint funded projects and projects totally funded from local sources. The locally funded category is divided into the two sub-categories of projects funded after passage of LSCA and those funded before passage of LSCA. These three funding sources comprise the independent variable which is a nominal level in measure.

Data analysis is concerned mainly with the measurement of the effect that type of funding source has on each of the dependent variables and descriptive variables outlined above. Diagram 1, page 42, displays the relationships that are expected to exist between the independent variable and each dependent and descriptive variable.

Results of Analysis

One-way and two-way analysis of variance were the statistical tests used in analysis of the data collected for the study. Direction of the means for the three funding sources was also examined as an aid to interpretation of the data. The results of the tests are presented within the framework of the two categories of dependent variables--indicators of amount of local funds made available and indicators of the utility of the library buildings constructed. The effect of funding source on each dependent variable within these categories is considered both from the aspect of expected results and the actual results obtained. An analysis of gross construction costs of the sample libraries is included as a part of the discussion of indicators of amount of local funds made available.

One-way analysis of variance was used to determine if, at the .10 level, a statistically significant difference existed among the means of the dependent variable data when they were divided into the three funding sources defined by the independent variable. Results of the one-way analysis follow the order of the dependent variables as presented above and as outlined in Diagram 1.

Indicators of Amount of Local Funds Made Available

Variable 1-1: Amount of funds authorized.--It was expected that jointly funded projects would have the largest funding authorization and also that the local funds authorized would reflect an increase in jointly funded projects over the local-after and local-before projects. The arithmetic means of the data bear out these expectations, though the results are not statistically significant. (See Table 12 for the results of the one-way analysis of variance for all dependent variables. The means for each funding source are listed followed by the degrees of freedom (df), F-ratio, and probability level (P). Statistically significant variables are indicated by an asterisk.)

TABLE 12

BUILDINGS DATA--ONE-WAY ANALYSIS OF VARIANCE

	Mean Values			Funding Source		
Dependent Variable	Joint Funding N = 23	Local-After N = 11	Local-Before N = 15	df	F	P
1-1 Funds authorized--total	$583,746.80	421,204.80	183,965.70	2/43	1.42	0.25
a. LSCA funds	130,972.70	--	--	--	--	--
b. Local funds	452,774.10	421,204.80	183,965.70	2/43	0.77	0.47
1) Per capita support (at funding approval)	3.15	2.68	2.23	2/46	2.10	0.13
2) Per capita support (at bldg. completion)	4.15	3.88	2.94	2/46	2.43	0.10*
1-2 Project cost--total	581,247.00	528,914.10	328,658.90	2/45	0.44	0.65
a. Building cost	418,002.40	395,330.60	257,953.10	2/45	0.37	0.69
b. Site costs	69,295.00	85,183.50	19,524.20	2/37	0.82	0.44
c. Equip.-Furn. costs	63,763.00	56,388.30	40,179.10	2/42	0.24	0.79
d. Fees	32,279.10	31,369.10	17,163.70	2/40	0.58	0.56
e. Additional costs	25,785.10	10,989.80	3,171.10	2/19	0.87	0.43
2-1 Blocks from ped. ctr.--						
old structure	2.4	1.9	2.4	2/40	0.16	0.85
new structure	1.8	1.8	3.5	2/44	2/58	0.09*
2-2 Off-street parking--						
old structure	10.1	6.6	10.3	2/42	0.15	0.86
new structure	38.5	22.1	39.3	2/46	0.52	0.59
2-3 Gross sq. ft.--total						
old structure	6,683.6	6,961.5	10,869.3	2/41	0.38	0.68
new structure	19,124.7	25,087.8	21,180.1	2/46	0.14	0.87

TABLE 12 (contd.)

Dependent Variable	Mean Values Joint Funding N = 23	Local-After N = 11	Local-Before N = 15	Funding Source df	F	P
a. Shelving capacity (vol.)						
old structure	35,951.1	41,147.8	36,768.8	2/41	0.03	0.97
new structure	86,196.7	182,992.3	71,767.4	2/45	0.88	0.42
b. Public reading (# seats)						
old structure	52.6	58.7	31.9	2/41	0.92	0.40
new structure	131.0	115.1	88.4	2/45	0.62	0.54
c. Meeting room (# seats)						
old structure	21.0	24.1	10.5	2/41	0.40	0.67
new structure	91.9	42.9	77.7	2/45	1.28	0.29
d. Diff. in gross sq. ft.--old to new structure	13,342.7	18,126.3	11,760.0	2/45	0.25	0.78
e. Percent change in gross sq. ft.--old to new structure	391.7	173.2	364.6	2/45	1.78	0.18
2-4 Projected bldg. use (in years)	17.1	17.5	18.1	2/30	0.11	0.89
2-5 Public library system member	87.0%	54.5%	80.0%	2/46	2.36	0.11
2-6 Building consultant utilized	73.9%	45.4%	33.3%	2/46	3.56	0.04*
2-7 Population served						
a. 1960 census	37,862.0	33,976.9	62,119.6	2/44	0.44	0.64
b. When construction began	43,570.9	36,325.0	59,676.4	2/44	0.24	0.79
c. Population projection	68,728.4	107,931.2	83,021.7	2/29	0.17	0.84
d. Most recent population	50,477.5	62,288.2	118,806.8	2/29	0.63	0.54

TABLE 12 (contd.)

Descriptive Variables	Mean Values: Joint Funding N = 23	Mean Values: Local-After N = 11	Mean Values: Local-Before N = 15	Funding Source: df	Funding Source: F	Funding Source: P
D-1 Cost/sq. ft.						
a. Project cost/ sq. ft.	$28.28	23.51	21.17	2/45	3.52	0.04*
b. Bldg. cost/sq. ft.	21.40	19.01	16.67	2/45	2.26	0.12
D-2 Annual circulation--						
old structure	167,919.3	138,327.3	105,554.0	2/42	0.52	0.60
new structure	194,626.5	155,389.4	140,682.7	2/46	0.42	0.66

*Indicates a statistically significant result.

The mean total authorized funds for joint funded buildings is $583,747.00, an increase of $162,542.00 (39 percent) over local-after and $399,781.00 (217 percent) over local-before projects. The mean for local funds authorized for joint-funded projects was $452,774.00, an increase of $31,569.00 (7 percent) over local-after and $268,808.00 (146 percent) over local-before projects.

Per capita support for library service both at the time of funding approval and building completion was also measured as a part of variable 1-1. It was expected that joint-funded projects would have a higher average per-capita support than local-after and local-before projects because LSCA priorities favored the more populous urban areas. The data show this to be true. Libraries which received joint-funding had a per capita support of $3.15 at funding approval, an increase of $0.47 (18 percent) over local-after and $0.92 (41 percent) over local-before projects. At the time of building completion, the per capita support for library service was $4.15 for joint-funded libraries, an increase of $0.27 (7 percent) over local-after and $1.11 (38 percent) over local-before projects. The results for per capita support at building completion are statistically significant at the .10 level.

Variable 1-1 lends support to the hypothesis because the data all exhibit the predicted relationship. Since only one of the variable's four components displayed statistical significance, the support is weak.

Variable 1-2: Project cost.--Project cost was expected to be highest for joint-funded buildings. The mean figures show this to be true, though the results are not statistically significant. Joint-funded holdings had a mean project cost of $581,247.00, an increase of $52,333.00 (10 percent) over local-after and $252,588.00 (77 percent) over local-before projects.

The components of project cost--building cost, equipment and furniture costs, fees, and additional costs--were all highest for joint-funded projects. Site costs were higher for local-after projects than for projects built with joint funding. The site cost computation is unreliable in one-way analysis of variance because new buildings requiring site purchase or major modification of the existing site are grouped with additions which generally require only minor modification of the existing site. Mean data for site cost used in the two-way analysis of variance show that local-after costs are higher than joint-funding costs for the new building, but that joint-funded projects have higher site costs than either local-after or local before projects for additions to the existing building (see Appendix G).

Although the project costs are highest for joint-funded buildings, the differences are not great enough to display statistical significance. The differences therefore could have occurred by chance alone, and variable 1-2 does not lend strong support to the hypothesis.

Gross construction costs.--Although mean values were utilized in the analysis of dependent variable 1-1 and 1-2, an analysis using gross construction costs was performed on an expanded sample of libraries to explore further the effect of LSCA funding on the level of local funding.

Though a sample of every fourth library from the local-before population was used in all other calculations, for this analysis a sample of every second library from local-before, local-after and joint-funded projects was drawn. The project cost of every second library in the local-before population was included here because a direct comparison of gross project costs of the three categories was desired.

Project costs of the sample libraries were summed by type of funding source and by type of project within each funding source (see Table 13). Since a direct comparison of the three funding categories was conducted, figures for funding before LSCA passage were multiplied by 0.10,[1] a factor which represents the mean increase in the construction cost index of FY 1965-1967 over index figures for FY 1962-1964.

If just joint-funded and local-before totals (column 3) are compared, joint-funds increased $2,876,599 (27 percent) over local-before figures. This increase reflects very nearly the amount of the LSCA share, $3,001,873 (column 2), and indicates that the joint-funding did not directly affect the level of local funding. When local funds from joint-funding and local-after categories in column 1 are summed and compared to local-before, it may be seen that local funding after passage of LSCA increased $4,246,473 over that before LSCA passage, a substantial increase of 40.25 percent. Though joint funding does not directly affect local-after funds, the overall local funding increase from FY 1962-1964 to FY 1965-1967 may be attributed to a substantial degree to the introduction of LSCA funding since no other intervening variables that might explain this increase have been identified for the period FY 1965-1967.

TABLE 13

GROSS CONSTRUCTION COSTS OF LIBRARIES IN THE STUDY

	Local Funds (1)	LSCA Funds (2)	Total Funds (3)
*Local-before			
New buildings	8,630,266		8,630,266
Additions	1,918,812		1,918,812
Total	10,549,078		10,549,078
Local-after			
New buildings	3,230,032		3,230,032
Additions	1,151,715		1,151,715
Total	4,381,747		4,381,747
Joint-funding			
New buildings	8,517,122	2,407,792	11,024,914
Additions	1,796,682	604,081	2,400,763
Total	10,413,804	3,011,873	13,425,677

*FY 1962-1964 figures adjusted to FY 1965-1967 construction cost level.

The only statistically significant support that variables 1-1 and 1-2 provide for the hypothesis is the per capita component of variable 1-1. It shows that the areas served by joint-funded libraries have the highest per capita support for library service, an indication that joint-funded projects are most likely to be associated with populous urban areas which can provide a high level of per capita support. This result was anticipated because state plan priorities for approval of LSCA grants favor the more populous areas.

Although the means of the data for variables 1-1 and 1-2 support the hypothesis, the support is weak, particularly since it has been found that the variances in the data are not statistically significant. The direction of the means for all dependent variables is discussed later in this chapter.

Indicators of the Utility of the Building Constructed

Dependent variables 2-1, 2-2, and 2-3 include data for both the old and new structure. Just as differences in funding source provide a "before and after LSCA passage" view of the effects of the three funding categories, differences between the old and new structures provide an indication of the relative improvement realized through the construction of the new building or addition. The old-new structure data are examined from the aspect of relative level of improvement.

Variable 2-1: Blocks from center of pedestrian traffic.--Jointly funded buildings and additions were expected to be closer to the center of pedestrian traffic than either local-after or local-before buildings. The results of the one-way analysis of variance show that there is little difference in the location of the old structure relative to pedestrian traffic. The results of the test for the new structure are statistically significant at the .09 level. The mean values for both joint-funded and local-after buildings are the same (1.8 blocks from pedestrian center) and are one-half the distance of local-before buildings from the pedestrian center (3.5 blocks). Since both joint-funded and local-after projects have the same mean value, the significance level is reduced in importance and the support given the hypothesis by this variable is weakened.

The mean data for old-new structures indicate that joint-funded buildings showed the most improvement in library building location with respect to pedestrian traffic. New structures were 0.6 blocks (25 percent) closer to the pedestrian center than old structures (from 2.4 blocks to 1.8 blocks). Local-after structures gained only 0.1 blocks (5 percent) from old to new structure (from 1.9 blocks to 1.8 blocks), and local-before structures were moved 0.9 blocks (38 percent) further from the pedestrian center when moving from the old to the new structure (2.4 blocks to 3.5 blocks).

Variable 2-2: Availability of off-street parking.--It was anticipated that joint-funded buildings would have more off-street parking than locally funded buildings. The data do not support this statement for either the old or new structure. The results of one-way analysis of variance display no statistical significance. An examination of the means for off-street parking readily shows this result. The values both for joint-funded and local-before projects are nearly identical for the old and the new structure. Local-after projects have fewer off-street parking spaces, though they too are close in value to joint-funded and local-before projects.

As an indication of building utility, off-street parking data do not support the hypothesis.

Variable 2-3: Gross square feet of space.--This variable has several components related to the physical capacity of the building: the total gross square feet, shelving capacity, public seating capacity in reading rooms and meeting rooms, and the difference and percent change in gross square feet from the old to the new structure. The analysis of these components displayed no statistical significance, an outcome which largely rules out support of the hypothesis from the aspect of physical size of the building as a function of building utility.

It was expected that joint-funded projects would have the largest value for each of the above components. Gross square feet of floor space was the smallest for joint-funded projects both for the old and the new structure, an outcome which was unanticipated, particularly since joint-funded buildings have the largest authorized funds and project costs of the three funding sources. A comparison of the old-new structure data reveals that the percent of change in gross square footage was greatest in joint-funded buildings--391.7 percent for joint-funding, 364.6 percent for local-before and 173.2 percent for local-after. Considering the differences in mean gross square feet from the old to the new structure, local-after projects had the largest increase in square footage--18,126.3 square feet followed by joint-funded, 13,342.7 square feet, and local-before, 11,760.0 square feet.

Shelving capacity (in volumes) was considered as a physical measure of building utility. The results of the analysis of the data are not statistically significant but the means indicate that local-after projects have the largest shelving capacity--182,992.3 volumes, followed by joint-funding, 86,196.7 volumes, and joint-before, 71,767.4 volumes. The percent of increase for new structures over old structures is also greatest for local-after funding--a 345 percent increase compared to 140 percent for joint funding and 95 percent for local-before.

Seating capacity is measured in terms of the number of seats in the public reading area and in the meeting room/auditorium. Results of the analysis of the data again are not statistically significant. The means support the building utility concept to the extent that the joint-funded buildings have the highest seating capacity both in public reading areas (131.0 seats, followed by local-after, 115.1 seats and local-before, 88.4 seats) and in meeting rooms (91.9 seats, compared to 77.7 for local-before and 42.9 for local-after). The percent of improvement from old to new structures does not favor joint-funded projects. In public reading areas, local-before projects showed a seating improvement of 175 percent followed by joint funding, 147 percent and local-after, 95 percent. For meeting rooms, the greatest improvement was also in local-before projects, 680 percent, followed by joint-funding, 338 percent and local-after, 79 percent.

Variable 2-4: Projected building use (in years).--Joint-funded buildings were expected to have the greatest number of years of projected building use. The means for the grouped data were very nearly the same, with local-before funding exhibiting slightly more years of projected use than the other funding source categories, 18.1 years as compared to 17.5 years for local-after and 17.1 years for joint-funding. This variable fails to support the hypothesis as an indicator of building utility.

Variable 2-5: Public library system member.--It was assumed that joint-funded projects would have the highest percent of public library system members. The buildings would then have the greatest potential for utility because of the high level of cooperation among system members. The results of the one-way analysis of variance indicate statistical significance at the .11 level, which is close to the .10 level of acceptance.

Joint-funding contains the highest percent of system members, 87.0 percent, followed by local-before, 80.0 percent and local-after, 54.5 percent.

Considering the .11 level of significance and the high percent of public library system members, the variable lends some support to the hypothesis.

Variable 2-6: Building consultant utilized.--It was anticipated that joint-funded projects would reflect a significantly higher percent of building consultant use than would local-after or local-before projects. Through the suggestions of a qualified consultant, it was expected that a better planned, higher utility building would result. The results of one-way analysis of variance are statistically significant at the .04 level.

Variable 2-6 supports the utility portion of the hypothesis from the aspect of a better planned, higher utility structure.

Variable 2-7: Population served.--It was assumed that joint-funded projects would serve a larger population than either local-after or local-before projects and therefore would have greater building utility. The data do not support this assumption since none of the four groups of population means display any statistical significance nor do the high means represent joint-funded projects. The direction of means for the variables is discussed later in this chapter. Variable 2-7 does not support the building utility indicator as included in the hypothesis.

With the exception of variable 2-6 (building consultant utilized), variables serving as indicators of building utility do not display statistical significance and the means do not seem to follow the pattern necessary for support through direction of means. Variable 2-6 indicates that joint-funded buildings have a higher level of planning, or at least the potential for a higher level of planning than local-after and local-before projects. The data generally provide very little support for that portion of the hypothesis dealing with the utility of the building constructed.

Descriptive Variables

Two variables, descriptive in nature and interrelated to two or more of the above nine variables, are used in the analysis. The variables were tested using one-way analysis of variance (see Table 12) and the results are discussed below.

Variable D-1: Cost per square foot--project and building cost.--This variable is derived from the interrelationship of variables 1-2 (project cost) and 2-3 (gross square feet of space). It was anticipated that project cost per square foot would be somewhat higher for joint-funded buildings than for local-after and local-before projects because the joint-funded projects would be primarily in populous urban areas where materials and labor costs would be expected to be high. Statistical significance was not desired for this variable. The expected result was that the means were in the predicted direction, highest for joint-funded projects, though not statistically significant.

The results of the analysis of this variable were statistically significant at the .04 level for project cost per square foot. The means were highest for joint-funded buildings ($28.28 per square foot for project cost; $21.40 per square foot for building cost). This result indicates that although there was more money available for joint-funded projects, the cost of the construction for these projects was significantly higher, reducing somewhat the importance of these additional funds. Also, this result may explain in part the low gross square footage of joint-funded projects in relation to local-after and local-before projects. The significantly higher cost per square foot reduces the total gross square feet which can be constructed.

Variable D-2: Annual circulation.--This variable is closely linked to variables 2-1 (blocks from center of pedestrian traffic), 2-2 (availability of off-street parking) 2-3 (gross square feet of space), and 2-7 (population served); and it is another measure of the utility of the building. Circulation was expected to be significantly higher in joint-funded buildings since the above variables were all expected to be significantly high in their support of the hypothesis.

Since only variable 2-1 displayed statistical significance, it was not unexpected that variable D-2 was not statistically significant. The means for both the old and new structure are in the direction which was anticipated, highest for joint-funded buildings. This outcome lends support to the hypothesis though this form of support is relatively weak.

Direction of Means

An examination of the direction of means indicates trends in the mean values of the independent and dependent variables used in the study. While the examination does not take the place of a statistical test, it is helpful to see how closely the means follow the predicted direction to support the hypothesis.

A table showing general direction of means was compiled for the independent variable, funding source, using the means calculated for the one-way analysis of variance as the direction indicator (see Table 14). The asterisk (*) in Table 14 indicates those variables statistically significant in one-way analysis of variance with significance in the direction predicted.

TABLE 14

GENERAL DIRECTION OF MEANS FOR INDEPENDENT VARIABLE FUNDING SOURCE

Dependent Variable	Joint-Funding N = 23	Local-After N = 11	Local-Before N = 15
1-1 Funds authorized--total	1	2	3
a. LSCA funds	-	-	-
b. Local funds	1	2	3
1) Per capita support (at funding approval)	1	2	3
2) Per capita support (at building completion)	1*	2*	3*
1-2 Project cost--total	1	2	3
a. Building cost	1	2	3
b. Site costs	2	1	3
c. Equipment-furniture costs	1	2	3
d. Fees	1	2	3
e. Additional costs	1	2	3
2-1 Blocks from ped. center--			
old structure	2-3	1	2-3
new structure	1-2*	1-2*	3*
2-2 Off-street parking			
old structure	2	3	1
new structure	2	3	1
2-3 Gross sq. ft.--total			
old structure	3	2	1
new structure	3	1	2
a. Shelving capacity (vol.)			
old structure	3	1	2
new structure	2	1	3
b. Public reading (no. of seats)			
old structure	2	1	3
new structure	1	2	3
c. Meeting room (no. of seats)			
old structure	2	1	3
new structure	1	3	2

TABLE 14 (contd.)

Dependent Variable	Joint-Funding N = 23	Local-After N = 11	Local-Before N = 15
d. Difference in gross sq. ft.--old to new structure	2	1	3
e. Percent change in gross sq. ft.--old to new	1	3	2
2-4 Projected building use (in years)	3	2	1
2-5 Public library system member	1	3	2
2-6 Building consultant utilized	1*	2*	3*
2-7 Population served			
a. 1960 census	2	3	1
b. When construction began	2	3	1
c. Population projection	3	1	2
d. Most recent population	3	2	1
Descriptive Variables			
D-1 Cost/sq. ft.			
a. Project cost/sq. ft.	1*	2*	3*
b. Bldg. cost/sq. ft.	1	2	3
D-2 Annual circulation--			
old structure	1	2	3
new structure	1	2	3

*Indicates a statistically significant result (from one-way analysis of variance data).

The predicted direction of means, as defined in Chapter III, was used as a guide in assigning a ranked score to the means for each variable. A ranking of one indicates the optimum score for support of the hypothesis. A ranking of three denotes a score in a direction opposite to that needed for hypothesis support. For example, it was anticipated that joint-funded projects would have the largest mean gross square footage (variable 2-3) and would be given a rating of one. The data show, however, that local-after projects had the largest mean gross square footage and were assigned a one. Since, for this variable, joint-after projects had the least mean gross square footage, they were assigned a rank of three. The means displayed the exact reverse of the direction required for hypothesis support.

Analysis of direction of means for funding source considered only the extreme values of one and three. Table 15 presents a frequency count for the one and three rankings for the three categories of funding source.

TABLE 15

DIRECTION OF MEANS FOR FUNDING SOURCE--FREQUENCY COUNT AND PERCENT OF RANKED SCORES 1 AND 3 FROM TABLE 14

	Rank 1		Rank 3	
Funding Source	Number	Percent	Number	Percent
Joint-funding	19	53	7	19
Local-after	10	28	7	19
Local-before	7	19	22	62
Totals	36	100	36	100

On the basis of probability alone, each of the funding categories should receive one-third (33.3 percent) of the three rankings for the 36 variable components, or 12 "1's," 12 "2's," and 12 "3's." Fifty-three percent of the variables showed a positive, supportive direction (1) for joint-funded projects; i.e., the category means were in the direction predicted for 53 percent of the variables. For local-after funding, 28 percent of the variables showed supportive direction and local-before funding had 19 percent, comprising the 47 percent of the variables which did not show the expected direction of means. Nineteen percent of the means exhibited a direction exactly opposite to the direction predicted for joint-funding (3), leaving 28 percent of joint-funded projects in the rank 2, a neutral, non-supportive position.

An outcome of 53 percent for rank 1 is well above the result of 33 percent predicted through probability and indicates that the overall means provide definite support to the hypothesis.

The means of the dependent variable indicators, available funds and utility of the building, were also examined. Descriptive variable D-1 was included with independent variables 1-1 and 1-2 (indicators of available funds) and variable D-2 with variables 2-1 through 2-7 (indicators of utility of the building). Tables 16 and 17 present the results of this examination for the indicators, available funds and building utility respectively.

TABLE 16

DIRECTION OF MEANS FOR INDICATORS OF AVAILABILITY OF FUNDING

Funding Source	Rank 1 Number	Rank 1 Percent	Rank 3 Number	Rank 3 Percent
Joint-funding	11	92	12	100
Local-after	1	8	0	0
Local-before	0	0	0	0
Totals	12	100	12	100

TABLE 17

DIRECTION OF MEANS FOR INDICATORS OF UTILITY OF THE BUILDING CONSTRUCTED

Funding Source	Rank 1 Number	Rank 1 Percent	Rank 3 Number	Rank 3 Percent
Joint-funding	8	33	7	29
Local-after	9	38	7	29
Local-before	7	29	10	42
Totals	24	100	24	100

Clearly, the hypothesis that joint-funded buildings have greater funds is strongly supported by the direction of means for indicators of available funds (92 percent in a positive, supportive direction). The direction of means for indicators of utility of the building provide no support for the hypothesis since the distribution of the ranked means is exactly what would be expected through chance alone (33 percent for joint-funding).

Control Variable--Type of Project

The type of building constructed (new building or addition to an existing building) was used as a control variable to determine if it had any effect on the dependent variables when considered as a control for the independent variable funding source. Two-way analysis of variance was used to examine the effect of this control variable. With this statistical test, the effect of funding source on the dependent variables was computed controlling for type of project. The effect of type of project on the dependent variables is also computed controlling for funding source. (See Table 18 for F-ratios and probabilities calculated in two-way analysis. Appendix G lists the means for funding source as they pertain to new buildings and additions).

Comparing results for funding source in one-way (Table 12) and two-way (Table 18) analysis of variance, variable 1-1 (per capita support) displays statistical significance both at funding approval and building completion in two-way analysis and only at building completion in one-way analysis. The value at funding approval (.13) is close to the accepted level of significance (.10).

Variable 2-1 (blocks from center of pedestrian traffic) is statistically significant for the new structure both for one-way and two-way analysis of variance.

Variable 2-5 (public library system member) is statistically significant for two-way analysis of variance only. The value for one-way analysis (.11) is very close to the acceptable level of significance.

Variable 2-6 (building consultant utilized) is statistically significant only for one-way analysis of variance.

Variable D-1 (project cost per square foot) is statistically significant just for one-way analysis of variance though the value of .15 is reasonably close for two-way analysis.

Since the results of one-way analysis (funding source) and two-way analysis of variance (funding source controlling for type of project) are similar, the control variable is not examined further. There is little noticeable effect of type of project on the dependent variables.

TABLE 18

BUILDINGS DATA--TWO-WAY ANALYSIS OF VARIANCE

Dependent Variable	Funding Source df	Funding Source F	Funding Source P	Type of Project df	Type of Project F	Type of Project P	Interaction df	Interaction F	Interaction P
1-1 Funds authorized--total	2/40	0.82	0.45	1/40	0.46	0.50	2/40	0.28	0.75
a. LSCA funds	--	--	--	--	--	--	--	--	--
b. Local funds	2/40	0.51	0.61	1/40	0.49	0.49	2/40	0.33	0.72
1) Per capita support (at funding approval)	2/43	2.61	0.09*	1/43	0.12	0.74	2/43	0.71	0.50
2) Per capita support (at bldg. completion)	2/43	3.61	0.04*	1/43	0.09	0.77	2/43	1.54	0.23
1-2 Project cost--total	2/42	0.32	0.73	1/42	0.88	0.35	2/42	0.18	0.84
a. Building cost	2/42	0.32	0.73	1/42	0.64	0.43	2/42	0.21	0.81
b. Site costs	2/34	0.35	0.71	1/34	0.98	0.33	2/34	0.49	0.61
c. Equip.-Furn. costs	2/39	0.10	0.90	1/39	1.50	0.23	2/39	0.09	0.92
d. Fees	2/37	0.49	0.62	1/37	0.44	0.51	2/37	0.15	0.86
e. Additional costs	2/16	0.52	0.60	1/16	0.004	0.95	2/16	0.06	0.94
2-1 Blocks from ped. ctr.									
old structure	2/37	0.41	0.67	1/37	3.66	0.06*	2/37	1.96	0.15
new structure	2/41	2.66	0.08*	1/41	2.76	0.10*	2/41	0.22	0.80
2-2 Off-street parking									
old structure	2/39	1.40	0.26	1/39	8.53	0.01*	2/39	2.13	0.13
new structure	2/42	0.55	0.58	1/42	0.69	0.41	2/42	0.24	0.79
2-3 Gross sq. ft.--total									
old structure	2/38	0.70	0.50	1/38	3.34	0.08*	2/38	1.19	0.32
new structure	2/43	0.12	0.88	1/43	0.002	0.96	2/43	0.86	0.43
a. Shelving capacity (vol.)									
old structure	2/38	0.03	0.97	1/38	0.12	0.74	2/38	0.08	0.92
new structure	2/42	0.70	0.50	1/42	0.53	0.47	2/42	0.71	0.50

TABLE 18 (contd.)

Dependent Variable	Funding Source df	Funding Source F	Funding Source P	Type of Project df	Type of Project F	Type of Project P	Interaction df	Interaction F	Interaction P
b. Public reading (# seats)									
old structure	2/38	0.83	0.44	1/38	0.15	0.70	2/38	0.03	0.97
new structure	2/41	0.52	0.60	1/41	0.07	0.79	2/41	0.52	0.60
c. Meeting room (# seats)									
old structure	2/38	0.43	0.66	1/38	0.87	0.36	2/38	0.60	0.56
new structure	2/40	0.88	0.42	1/40	0.18	0.67	2/40	0.10	0.90
d. Diff. in gross sq.ft.--old to new structure	2/42	0.24	0.78	1/42	1.19	0.28	2/42	0.42	0.66
e. Percent change in gross sq. ft.--old to new	2/42	1.11	0.34	1/42	3.93	0.05*	2/42	0.15	0.86
2-4 Projected building use (in years)	2/27	0.04	0.96	1/27	0.43	0.52	2/27	2.99	0.07*
2-5 Public Lib. system member	2/43	2.55	0.09*	1/43	0.02	0.89	2/43	1.63	0.21
2-6 Bldg. consultant utilized	2/43	1.64	0.20	1/43	0.14	0.71	2/43	0.28	0.76
2-7 Population served									
a. 1960 census	2/41	0.98	0.38	1/41	0.98	0.33	2/41	1.68	0.20
b. When constr. began	2/41	0.71	0.50	1/41	0.88	0.35	2/41	1.81	0.18
c. Population projection	2/26	0.77	0.47	1/26	2.90	0.10*	2/26	1.15	0.33
d. Most recent population	2/26	0.21	0.81	1/26	0.23	0.63	2/26	1.28	0.29
Descriptive Variables									
D-1 Cost/sq. ft.									
a. Project cost/sq. ft.	2/42	1.98	0.15	1/42	1.61	0.21	2/42	1.23	0.30
b. Bldg. cost/sq. ft.	2/42	1.78	0.18	1/42	5.28	0.03*	2/42	1.29	0.29
D-2 Annual circulation--									
old structure	2/39	1.23	0.30	1/39	6.22	0.02*	2/39	0.28	0.75
new structure	2/38	0.62	0.54	1/38	4.12	0.05*	2/38	0.33	0.72

*Indicates a statistically significant result.

Summary of Data Analysis Findings

The data were analyzed with relation to the two indicators used in testing the hypothesis: 1) amount of local funds made available; and 2) utility of the library constructed. These indicators were derived from the nine dependent variables, two descriptive variables, and a non-statistical examination of gross construction costs. Indicator components are outlined in the beginning of this chapter.

In general terms, the data support the indicator of local funds made available, but do not support the indicator of building utility. The components of availability of funding (variable 1-1, funds authorized; variable 1-2, project cost; and D-1, cost per square foot) provide support for the hypothesis through a strong direction of means. Of the 12 data components of the indicator of availability of funding, 11 (92 percent) lend positive support or direction to the joint-funding category. The examination of gross construction costs lends further support to the hypothesis. An increase of 40.25 percent in total local funding for the three years following LSCA passage over the three years immediately before LSCA passage is a good measure of the general effectiveness of LSCA funds as a stimulus to local funding.

Of the 12 components making up the indicator, funds available, only two are statistically significant: variable 1-1 (b)(2), per capita support at building completion, and D-1, project cost per square foot. These results support the hypothesis and indicate that joint-funded projects are built in communities which provide a high monetary level of support for library service, very likely urban areas; and that the project cost per square foot is significantly higher for joint-funded projects than for those funded totally with local funds.

The per capita finding supports the contention that LSCA funding priorities tend to direct federal funds to the more populous urban areas of the states, areas which oftentimes have established library systems. It was anticipated that project cost per square foot would be greatest for joint-funded projects, but it was not anticipated that the costs would be high enough to display statistical significance.

The components of the indicator, utility of the building constructed (variables 2-1 through 2-7, and descriptive variable D-2), lend little support to the hypothesis either through statistical significance or direction of means. Variable 2-1 (blocks from center of pedestrian traffic, new structure) and 2-6 (building consultant utilized) did display statistical significance, both showing that in these two aspects, the level of planning was greater for joint-funded than for locally-funded projects. The direction of means for these variables lends no support to the hypothesis. Thirty-three percent of the means showed positive support for joint-funded projects, the exact percent which would be expected through chance alone.

Type of project (the control variable) was tested using two-way analysis of variance to determine if type of project had any effect on the dependent variables as demonstrated through the results of the statistical tests. Since there was little noticeable effect through its introduction, type of project was discounted as a factor for further exploration.

References to Chapter IV

[1] U.S. Office of Business Economics. Business Statistics, 16 Biennial Edition. (Washington, D.C., Government Printing Office, 1967), p. 51. More current data were found in issues of U.S. Office of Business Economics, Survey of Current Business.

CHAPTER V

ON-SITE INTERVIEWS--ATTITUDES OF LIBRARIANS AND TRUSTEES TOWARD CONSTRUCTION PROJECTS

The investigators interviewed three categories of persons during their on-site visits: 1) state librarians and Title II consultants; 2) librarians and trustees who had been involved with the funding, planning and construction phases of their building projects; and 3) persons likely to have a knowledge of pedestrian concentrations in the towns or cities in the sample.

The state librarians and consultants were interviewed during the initial design stage of the study. The procedures followed and forms used in administering the Title II program were discussed at that time. Category 3 persons were contacted to establish or confirm the center of pedestrian traffic in the city or town in which the construction project was being studied. It was necessary to determine the pedestrian center as the relationship of site location to the center of pedestrian traffic was one dependent variable used to test the study's hypothesis. Chapter III discusses the interviews with the state librarians and consultants and with the Category 3 persons who were contacted to aid in the determination of the center of pedestrian traffic.

This chapter is concerned only with Category 2 persons, those librarians and trustees who had been directly involved in the funding, planning and construction of library buildings. Through interviews, it was hoped that the attitudes of this group toward joint and locally funded building projects could be measured and compared. Though the data are subjective and possibly biased, they are useful in providing some insight into the administration, funding and planning functions of construction projects at the local level and also at the state level for jointly funded projects.

In this chapter, the development and pre-testing of interview schedules prior to the general on-site visits are outlined. The field use of the interview schedules in collecting the subjective attitudes and impressions of the librarians and trustees is discussed. An analysis of the recorded attitudes is then presented, noting those attitudes which lend support to the study's hypothesis and those which do not. Some of the more characteristic comments of the interviewees are included at the end of the chapter.

Interview schedules.--Three separate interview schedules corresponding to the three categories of funding sources (joint funding, local funding after passage of LSCA, and local funding before passage of LSCA) were developed. The three schedules are titled: 1) "LSCA Funded Buildings," 2) "Locally Funded Building Built After LSCA Passed," and 3) "Locally Funded Building Built Before LSCA Passed" (see Appendix H). Each schedule was used to obtain responses of a qualitative nature from librarians and trustees involved in the planning, funding and construction phases of library building projects (see Appendix E for a list of persons interviewed).

The pre-test.--The interview schedule for jointly-funded buildings was tested with the Librarian at the Peoria Public Library. Following the interview, he was asked to evaluate the clarity of the questions included in the interview schedule. Although three interview schedules were used in the study, a pre-test of the "LSCA Funded Buildings" schedule was the only pre-test required. All questions in the two other schedules were also contained in the jointly-funded buildings schedule.

Several minor modifications were made after the pre-test. Several questions in the interview schedule were altered and the schedule was then ready for use.

Data Collection--The On-Site Interview

Field visits were conducted between February and July 1969 for the following purposes: 1) to discuss the "Public Library Buildings Data" questionnaire with the librarian; 2) to interview the librarian and/or board member using the structured interview schedule; 3) to examine the new building or addition; and 4) to verify the site location of both the old and the new structure in relation to the town's center of pedestrian traffic. Discussion in this chapter is limited to the structured interviews although all of the above tasks were carried out in a single visit to each library in the sample.

On-site interviews were conducted at jointly-funded libraries during February and March 1969. The present librarian at each of the sample libraries was interviewed. If the librarian had recently accepted the position and had not been involved with the planning, fund raising and construction phases of the project, at least one other person who had participated in all of the project phases was interviewed. The former librarian or the board member most directly involved with the project was generally the person selected for interview.

Through use of the interview schedule, the uniformity of the field interview procedure was controlled. The interviewees were encouraged to elaborate on their answers once they had given the basic response to each question. There was also opportunity to discuss the building project and the Title II program during the tour of the building, and frequently during a coffee break. Pertinent remarks made during one or both of these conversations were recorded on the interview schedule as soon after the discussion as possible.

The field visits to locally funded libraries took place during the period April to July 1969. The on-site interviews were conducted in the same manner as those for the jointly-funded libraries using the appropriate interview schedules.

Data preparation.--The data collected with the interview schedules were examined for completeness of response. The dichotomous data (yes/no interview responses) were treated as interval-level data. The interview questions were rephrased to form positive statements and the answers were coded accordingly (1 for yes; 0 for no). Twenty-four interview questions were coded and keypunched for machine analysis (see Table 19).

Data which required a range of response were also coded and keypunched. Frequency counts and percentage figures were subsequently calculated for these data.

Results of Analysis

The keypunched dichotomous data comprised 24 yes/no response interview statements. Eighteen of these statements pertained only to one or two of the three funding categories. One-way analysis of variance was used to test for statistical significance considering funding source as the independent variable. A two-way analysis of variance was also run controlling for type of project (see Chapter III for explanation of statistical tests). Analysis of variance was calculated only for those six statements which were pertinent to all three funding categories, and which consequently filled the cells of the contingency matrix, a requirement for computation.

TABLE 19

INTERVIEW STATEMENTS

Interview questions have been rephrased to form positive statements. The funding category to which the statement applies is noted by an X in the column to the right of the statement. Statements are categorized according to the support they lend to administration, funding or planning at the state and at the local level.

Statement	Joint-Funding	Local-After	Local-Before
Administration--State Level			
1. Procedural explanation and forms were available; promptly sent when requested.	X		
2. Title II representative was readily available at State Library for consultation.	X		
3. Amount of time required to process and notify regarding action on the application was acceptable.	X		
Administration--Local Level			
4. Made formal application to the state library requesting funds.		X	
5. Application for LSCA funds was accomplished without particular difficulty.	X		
6. Feel that a better building was obtained as a result of LSCA funding.	X		
7. Would apply for LSCA funds again, if in another community considering a new building.	X		
8. Feel that federal funds might have aided in obtaining a better building.		X	X
Funding--State Level			
9. Federal funds were received so that construction project could proceed on schedule.	X		

TABLE 19 (contd.)

Statement	Joint-Funding	Local-After	Local-Before
21. A building program statement was prepared and was available to the planning team.	X	X	X
22. Consultant assisted with the building program statement.	X	X	X
23. Feel that better building was obtained as a result of consultant's suggestions.	X	X	X
24. Satisfied with the new building or addition.	X	X	X

Two of the six statements displayed statistical significance when one-way analysis of variance was used (see Table 20). The statements are: 1) "Library building consultant was retained to assist in building planning"; 2) "Building program statement was prepared and was available to the planning team." These statements are strong indicators of building planning and they support the hypothesis as they demonstrate that jointly funded projects have a higher level of planning than locally funded projects.

Of the four other statements, one related to funding--"Bond issue passed with first referendum"; and three related to planning--"Consultant assisted with building program statement"; "Feel that a better building was obtained as a result of the consultant's suggestions"; and "Satisfied with the new building or addition". These statements are more weakly worded and are more subjective than the two statements which were statistically significant.

A two-way analysis of variance test was run using type of project as a control variable. The results are similar for funding source for the one-way and two-way analysis. The two significant variables from the one-way analysis are not statistically significant in two-way analysis although they are close to the acceptable level of significance (.10) (see Table 21). The one statistically significant variable in two-way analysis exhibits interaction and must be discounted--"Feel that a better building was obtained as a result of the consultant's suggestions."

TABLE 20

INTERVIEW DATA--ONE-WAY ANALYSIS OF VARIANCE

Interview Statement	Funding Source			Mean Values		
	df	F	P	Joint Funding N = 23	Local-After N = 11	Local-Before N = 15
12. Bond issue passed with first referendum.	2/22	0.28	0.75	.80	1.00	.88
20. Library building consultant was retained.	2/46	4.22	0.02*	.74	.36	.33
21. Building program statement was prepared.	2/45	2.97	0.06*	.74	.41	.40
22. Consultant assisted with building program statement.	2/21	1.39	0.27	.60	.25	.80
23. Feel that better building was obtained as a result of consultant's suggestions.	2/22	2.44	0.11	.88	.50	1.00
24. Satisfied with new building or addition.	2/46	0.49	0.61	.91	.82	.93

*Indicates statistically significant result.

TABLE 21

INTERVIEW DATA--TWO-WAY ANALYSIS OF VARIANCE

Interview Statement	Funding Source			Type of Project			Interaction		
	df	F	P	df	F	P	df	F	P
12. Bond issue passed with first referendum.	2/19	0.09	0.91	1/19	0.36	0.55	2/19	0.09	0.91
20. Library building consultant was retained for building planning.	2/43	2.01	0.15	1/43	0.001	0.98	2/43	0.32	0.73
21. Building program statement was prepared and available to the planning team.	2/42	2.08	0.14	1/42	0.25	0.62	2/42	0.09	0.92
22. Consultant assisted with building program statement.	2/18	1.42	0.27	1/18	1.47	0.24	2/18	0.59	0.56
23. Feel that better building was obtained as a result of consultant's suggestions.	2/19	4.04	0.03*	1/19	8.41	0.01*	2/19	4.31	0.03*
24. Satisfied with the new building or addition.	2/43	0.74	0.48	1/43	0.34	0.56	2/43	0.21	0.81

*Indicates statistically significant result.

Since type of project has little effect on analysis of variance results for funding source, the two-way analysis of variance is disregarded here; i.e., the effect of type of project is disregarded.

Direction of Means

The direction of means was examined using the same procedure followed in Chapter IV. The means for the six interview statements discussed above were ranked by funding category using the mean values from the one-way analysis of variance computation (see Table 22). As the statements had been rephrased to show a positive direction in support of joint funding, a one ranking should appear in the joint funding column for each statement confirmed by the data. Only one-third of the statements show this positive direction, the result expected through chance alone. Based on these results, the direction of means does not lend positive support to the study hypothesis.

Positive direction for statements 20 and 21 indicates that joint-funded projects use a higher percentage of building consultants and use building programs to a greater degree than locally funded projects, two important planning aspects of a library construction project. A building consultant was retained to assist in building planning by 74 percent of joint-funded, 36 percent of local-after, and 33 percent of local-before projects. A building program statement was prepared by 74 percent of joint-funded, 41 percent of local-after, and 40 percent of local-before projects.

Examination of Mean Values

Arithmetic means were calculated for the 18 interview statements not considered in the above examination of the direction of means. All but one of these statements represents only one funding source category (see Table 23). The means are calculated using dichotomous data having values of either 1 (yes) or 0 (no). The values are percentages; the closer the statement means are to 1.00 or 100 percent, the more affirmative the overall interviewee responses have been. The means here become actual percentages of affirmative expression in support of joint-funded projects.

Mean values give an indication of the general attitude of librarians to facets of their construction projects.

TABLE 22

INTERVIEW DATA
DIRECTION OF MEANS

	Funding Source		
Interview Statement	Joint-Funding N = 23	Local-After N = 11	Local-Before N = 15
12. Bond issue passed with first referendum.	3	1	2
20. Library building consultant was retained.	1	2	3
21. Building program statement was prepared.	1	2	3
22. Consultant assisted with building program statement.	2	3	1
23. Feel that better building obtained as result of consultant's suggestions.	2	3	1
24. Satisfied with new building or addition.	2	3	1

TABLE 23

INTERVIEW DATA--MEAN VALUES

Interview Statement	N	$\overline{X}$	Funding Category
1. Procedural explanation and forms were available; promptly sent when requested.	23	0.96	Joint
2. Title II representative was readily available at State Library for consultation.	23	1.00	Joint
3. Amount of time required to process and notify regarding action on the application was acceptable.	23	0.91	Joint
4. Made formal application to the State Library requesting funds.	11	0.00	Local-After
5. Application for LSCA funds was accomplished without particular difficulty.	23	0.78	Joint
6. Feel that a better building was obtained as a result of LSCA funding.	23	1.00	Joint
7. Would apply for LSCA funds again, if in another community considering a new building.	23	1.00	Joint
8. Feel that federal funds might have aided in obtaining a better building.	11	0.73	Local-After
8. Feel that federal funds might have aided in obtaining a better building.	15	0.73	Local-Before
9. Federal funds were received so that construction project could proceed on schedule.	23	0.91	Joint
10. Knew about possibility of obtaining construction funds under LSCA-II while building plans were in preliminary stage.	11	0.91	Local-After
11. Denial in obtaining LSCA funds caused difficulty with local funding source.	1	1.00	Local-After

TABLE 23 (contd.)

Interview Statement	N	$\overline{X}$	Funding Category
13. Local bond campaign was effectively coordinated with application for LSCA funding.	15	0.33	Joint
14. Availability of Title II funds was an aid in the bond issue campaign.	15	0.27	Joint
15. Joint fund sharing possibility was brought out in the campaign.	15	0.53	Joint
16. Availability of LSCA funds was a contributing factor to passage of the bond issue.	15	0.27	Joint
17. If YES to 16, availability of LSCA funds was a (1) major factor; (2) minor factor in passage of the bond issue.	4	0.75	Joint
18. Construction of library was dependent upon availability of LSCA funds.	22	0.35	Joint
19. Library was required by state library to retain a building consultant.	23	0.26	Joint

The more important attitudes and reactions follow:

Librarians Representing Joint-Funded Projects:

Seventy-eight percent found no difficulty in applying for LSCA funding.

One hundred percent said that the state agency's Title II representative was readily available for consultation when needed.

Ninety-one percent felt that the time period required in processing and notifying the library regarding action on their application was acceptable.

Twenty-seven percent said that availability of LSCA funds was an aid in the bond issue campaign.

Ninety-one percent received federal funds for the construction project with little or no delay.

Thirty-five percent said that construction of the library was dependent upon availability of LSCA funds; i.e., they would not have been able to build when they did if LSCA funds were not available (8 of 23 joint-funded projects responded in this manner). Considering the entire sample which is random and representative of the population, 8 of 49 libraries (16.3 percent) would not have been able to build at the time they did were it not for LSCA funds.

One hundred percent felt that a better building was obtained as a result of LSCA funds.

One hundred percent said that they would apply again for LSCA construction funds if they became involved in another library construction project.

Librarians Representing Local-After Projects:

Ninety-one percent knew about the possibility of obtaining LSCA construction funds while they were formulating building plans, but 0 percent made formal application to the state library requesting funds. This is due in large part to the preliminary review of the proposed project by the Title II consultant.

Interview data indicates that librarians of joint-funded projects generally approved of the manner in which LSCA II was administered by the state libraries. Mean values were all quite high for those interview statements pertaining to administration of the LSCA program (see Table 23).

The following information was compiled through examination of responses to the interview schedule, and is of general interest to the study (see Table 24 and 25).

Librarians first heard about the possibility of LSCA construction funds through one of the sources listed in Table 24:

TABLE 24

SOURCE FOR LSCA INFORMATION

Source	Joint Funds	Local-After	Sub-total
1. Library literature	3		3
2. State library	7	7	14
3. Professional meetings	6	3	9
4. Local news releases	1		1
5. President of library board	1		1
6. Library literature and meetings	4		4
7. State Senator	1	—	1
Totals	23	10	33

The bulk of information on LSCA legislation is distributed by the state libraries and through the librarian's attendance at professional library meetings.

Source of local matching or local funds was one of the possible funding sources listed in Table 25:

TABLE 25

SOURCE FOR LOCAL FUNDS

Source	Joint Funds	Local-After	Local-Before	Sub-total
1. Bond issue	15	2	8	25
2. Tax revenue	5	2	3	10
3. Gift	1	3	3	7
4. Library improvement reserve fund (LIRF)		2		2

TABLE 25 (contd.)

Source	Joint Funds	Local-After	Local-Before	Sub-total
5. Borrowed (tax-free incentive)	1			1
6. Sale of property	1			1
7. Insurance money		1		1
8. Federal money (FHA)			1	1
Totals	23	10	15	48

The majority of joint-funded and local-before local funds were derived from bond issues. Local-after funding was evenly distributed and did not favor one local funding source over another.

Interviewee Responses Regarding LSCA Title II

The following comments by librarians and trustees are representative of their general attitudes toward the Title II program.

Advantages of the Title II Program:

> Federal funding made possible a larger building to fit our program of services. Otherwise a makeshift building would have been constructed which would result in greater expense later.
>
> Standards required for federal funds result in better buildings.
>
> The building would not have met standards, if built at all.
>
> LSCA funds were the spur to action at this time.
>
> LSCA-II is a plus factor. It is the difference between austerity and something worthwhile.
>
> LSCA made possible building construction years before it could otherwise have been attempted.
>
> Because the average board has no experience in building, the State Library and the Title II consultant were a big help.

Funds enabled increased flexibility. Part of the funds were used for increased structural support and a larger air conditioning system to provide for future expansion.

The bond referendum would not have carried without LSCA funds.

LSCA funds make possible a larger, better equipped library.

LSCA funds met rising prices. They defrayed the rising costs of additional square footage.

We would not have been able to build a meeting room without LSCA funding.

Disadvantages of the Title II Program:

LSCA funds are awarded on the basis of estimated rather than actual contract costs. This encourages an inflation of the estimates.

Initially, application procedures were too stringent. Bid drawings were required at the time of application, and the application form was difficult to understand.

Too much red tape is involved in LSCA application procedures.

The union rate is higher than the going local rate.

We never considered applying for LSCA funding. The board is conservative and would not have favored such action.

The issue of federal funding is unpopular in the community. There was no point in even attempting to apply for LSCA funds.

The initial LSCA construction payment was very late in coming. If local funds hadn't been available, we couldn't have paid the first bills.

Note: There was a misunderstanding among some of the librarians of joint-funded projects regarding this point. The librarians felt that the initial federal payment should have been available to meet bills as they were submitted by contractors. It was always the intent of Illinois, Indiana and Missouri State Library Agencies, however, to make funds available to participating libraries only as a reimbursement for actual expenditures already made. The state libraries might have made this more clear to the participating libraries.

One librarian who did not apply for LSCA funding expressed the fears voiced by other local-after librarians:

> It takes too long to get federal funds. . . . Small communities will be denied federal funds because they are a low priority category. . . . Library consultants are not easily identified.

Limitations

The interview schedules produced qualitative, possibly biased information, a factor which must be considered in interpretation of the data. The dichotomous, nominal level data were coded and treated as interval level data. Although this is a legitimate treatment, the results tend to be weak since subjective data form much of this nominal level information.

The analysis of the interview information has provided indicators of the strengths and weaknesses of the LSCA-II program. These indicators have been examined to determine facets of the hypothesis which are supported and those which are refuted. Support has been demonstrated in two areas: 1) librarian and trustee satisfaction with the general administration of the program, and 2) an indication of a higher degree of planning in joint-funded than in locally-funded library construction projects.

Though interview information tends to be weak, it must be considered in an overall evaluation of the program. Who knows more about the pleasant aspects and the headaches of the program than those people who work with it on a daily basis.

CHAPTER VI

SUMMARY AND CONCLUSIONS

The Library Services and Construction Act was signed into law on February 11, 1964. The purpose of the Act is:

> . . . to promote the further extension by the several States of public library services to areas without such services or with inadequate services, to promote interlibrary cooperation, and to assist the States in providing certain specialized State library services.[1]

This Act made two significant changes in the Library Services Act of 1956: federal funding was increased to develop and improve public library service to urban as well as rural areas, and funds were authorized for construction of public library buildings.

Title II of the Act provides grants for construction of public library facilities to serve areas which lack the library facilities to develop library services. Although Title II seemingly restricted library construction to areas without library buildings, state library agencies expanded this requirement to meet the broader purpose of the Act which is "to promote the further extension . . . to areas without such services or with inadequate services." The states have implemented this broader interpretation in the form of priorities to encourage the organization and development of larger units of library service. Construction grants have generally been awarded to the more populous areas which are better suited to the development of library systems.

The intent of Title II of the Act was not simply to provide matching funding for construction of new buildings and additions or remodeling projects. One aim was the stimulation of increased local support for needed library buildings through federal subsidization. Through a substantial increase in level of local support, more and better facilities would be constructed to improve and extend library services.

Funding

An appropriation bill was signed on September 19, 1964 authorizing $30,000,000 for the programs outlined in Title II.

An amendment in 1966 extended the program through fiscal year 1971 and authorized $40,000,000 for FY 1967 with a $10,000,000 annual increment each succeeding year through FY 1971. Appropriations have not met authorized funding amounts, however. Appropriations have been reduced each year until the appropriation for FY 1970 was $9,185,000 from an authorization of $70,000,000. This reduction in funding has lessened the effectiveness of an ambitious construction program.

Construction projects are funded on a joint federal/local share basis. The federal share is set by law at no less than 33 percent of the total or more than 66 percent. The Federal allocation is based on an annual allotment of $80,000 to each state from the appropriation and an additional allotment from the remainder of the appropriation determined by the ratio of each state's population to the total population of the United States according to the most recent decennial census.

Administration of the LSCA Program

Program administration is guided by the Library Services and Construction Act of 1964 with 1966 and 1967 amendments and the U.S. Code of Federal Regulations, Title 45, Chapter 1, Part 130, 1966 as amended in 1968. This legislation details the major areas of program administration at both the federal and state level (general administration, the state plan, and funding and payments to the states).

The state plan is the guideline for Title II policy and administrative procedure. Each state developed a plan based on the federal requirements outlined in the above legislation which accounts for the similarity of the plans. Only minor variations in specific details of procedure are apparent in the plans. An important element of the Title II plan, generally included in each state, is the requirement that the following elements of sound library construction planning be used: 1) a registered architect, 2) a survey of the community and its library service needs, 3) a building program statement, 4) a library building consultant, and 5) a building projection statement and plan.

Several facets of Title II administration at the state level were considered in detail: a preliminary review by the Title II consultant of a proposed building project to determine the project's eligibility to receive federal funds and the feasibility of submitting a formal application; the relaxation of the more stringent requirements of the application procedure to make the application process easier and to allow coordination of federal funding with the method used to obtain local support; and the difficulty in locating and retaining a qualified Title II consultant.

State library legislation in Illinois, Indiana and Missouri was examined to determine its effect on each state's ability to participate in federal funding programs. Legislation in Illinois and Indiana presents no real barriers to LSCA participation. Statutory regulations in Missouri do, however, impose constraints on a library's ability to obtain local support for a construction project. Many Missouri libraries have no choice but to operate in rented quarters.

The Study

Purpose.--The intent of the study was to evaluate the effectiveness of federal funding in the construction of adequate new public library buildings and additions and in stimulating increased local support for construction projects. The gross fiscal aspects of the program, program administration, legislative constraints of local funding sources, and quantitative aspects of old buildings and new buildings or additions were examined, and reactions and opinions of librarians and trustees involved in project planning and construction were studied.

Hypothesis.--The following hypothesis was tested in the study.

> The presence of federal funds has a direct and positive effect on the construction of public library buildings. Two specific effects are:
>
> 1) More local funds are made available for public library construction projects.
> 2) Public library quarters of higher utility are constructed with joint funding than with total local funding because of the federal and state requirements for planning and projection.

Research design.--The study is descriptive in design and compares construction projects in Illinois, Indiana and Missouri before and after passage of LSCA, Title II. One independent variable, one control variable, nine dependent variables and two descriptive variables were defined and their expected relationships were described.

Funding source serves as the independent variable and it is divided into the following categories: joint funding and local funding only; local funding includes funding before passage of LSCA and funding after passage of LSCA. Type of project, the control variable, contains two categories: construction of a new building and addition to an existing building.

The nine dependent variables and two descriptive variables fall within two categories for purposes of testing the hypothesis: indicators of the amount of local funds made available and indicators of the utility of the library building constructed. The dependent variables are:

Indicators of local funds made available:

1-1 Amount of funds authorized
1-2 Project cost
D-1 Cost per square foot

Indicators of utility of the building constructed:

2-1 Blocks from center of pedestrian traffic
2-2 Availability of off-street parking
2-3 Gross square feet of space
2-4 Projected building use
2-5 Member of a public library system
2-6 Building consultant utilized
2-7 Population served
D-2 Annual circulation

Data collection instruments.--Two questionnaires and three structured interviews were used in the data collection phase of the study. The first questionnaire, "Public Library Buildings Data," was a multipurpose form designed to gather information from all categories of funding source. The bulk of the quantitative data for the dependent variable was collected using this form. The second questionnaire, "Public Library Buildings Survey," was used to clarify the date when the funding authorization for local construction was approved, and the type of construction project authorized.

The three interview schedules ("LSCA Funded Buildings," "Locally Funded Building Built After LSCA Passed," and "Locally Funded Building Built Before LSCA Passed") were designed to elicit reactions and observations from librarians and trustees involved with the planning and construction phases of their building project. Although these data were qualitative and hence nominal level measures, the majority of questions were phrased to get dichotomous responses (yes/no); the data were coded and treated as if they were interval level measures.

Sampling design.--Four procedures constitute the sampling design: definition of the temporal period, identification of the universe, determination of the sample size, and drawing of the sample.

Two periods of time were used in the study. The first period was defined as the three fiscal years immediately preceding passage of LSCA; 1962, 1963, and 1964. The second period was the first three fiscal years federal funding was available to the state: 1965, 1966 and 1967 for Illinois and Missouri; 1966, 1967 and 1968 for Indiana.

Determination of the members of the universe was the second procedure. Three steps were used in the identification of the universe: a literature search was conducted, the state libraries and other state agencies in the three states were contacted, and a brief mail questionnaire was sent out. A total of 119 construction projects was identified.

The size of the sample was based on pragmatic considerations of time and budgetary limitation. A random sample of approximately half the universe met the economic limitations, allowed on-site visits to each library in the sample, and permitted generalizations regarding the universe.

The population was stratified first by funding source, next by state, third by type of project and finally by alphabetic arrangement of the city, town or community where the projects were located. A systematic random sample was drawn from this stratified population using an interval of two for jointly funded buildings and for projects locally funded after LSCA passage. An interval of four was used in selecting the sample for projects locally funded before LSCA passage. Libraries in the sample were contacted, substitutions were made when necessary, and data collection was begun.

Data collection.--Data for the study were collected using the questionnaires and interview schedules mentioned above. Data collection was performed in three stages: preliminary visits to the state libraries, mailing of questionnaires, and field visits to each library.

During the initial visit to the state library agencies, the Title II consultant explained the procedure a library followed when applying for a Title II grant and outlined the state library's procedures for processing and reviewing applications, awarding construction grants, and monitoring the construction projects. The consultant then assisted the investigators in locating all the information available about LSCA construction projects and locally funded projects.

Questionnaires were mailed to each library in the sample. A follow-up by telephone confirmed the library's willingness to participate in the study and an appointment was made for an on-site visit to the library. The scheduling allowed the librarian ample time to complete the questionnaire, "Public Library Buildings Data," prior to the visit.

Librarians and trustees directly involved in the planning and construction phases of the building projects were interviewed using a structured interview schedule. The investigators then examined the questionnaire for completeness of response, toured the building, and verified the site location with relation to the center of pedestrian traffic of the city, town or community.

Data preparation.--Two file drawers of raw data were accumulated during the data collection process. These data had to be examined for completeness and accuracy; when questionnaires had missing and questionable information, the libraries were asked to supply or verify the necessary items. Calculations were performed to refine some data prior to coding, e.g., age of the old building, and the time lapse in days between funding approval and completion of construction. The verified data were coded for keypunching. The keypunched cards provided a machine-readable data base for analysis of the data.

Statistical tests.--One-way and two-way analysis of variance were the statistical tests utilized in the analysis of the refined data. One-way analysis was used to examine the statistical relationships existing between the funding source (the independent variable) and the amount of funds and the utility of the building (the dependent variables). The F ratio, the measure of statistical variance, was calculated for each dependent variable. Where F ratios exceed values listed in F distribution tables for the level of significance accepted in the study (.10) and for the degrees of freedom, the difference in variance is statistically significant indicating that within a 10 percent margin of error, this difference did not occur by chance. Such a result indicates that a statistically significant difference existed among the means of the particular dependent variable.

Two-way analysis of variance was used in the study to test the effect of the type of project (the control variable) and to establish whether there was any significant effect when type of project was introduced. The three categories of funding source were divided into the two types of project--new buildings and additions to existing buildings. F ratios were then calculated for funding source controlling for type of project and for type of project controlling for funding source.

The .10 level of significance was used in two-way analysis so that results of the tests could be compared with results of the one-way analysis to determine the effect of type of project on the dependent variable.

Data Analysis

The quantitative, questionnaire data were divided into nine dependent variables and two descriptive variables. These variables were categorized to form two indicators or measures to test the hypothesis. The two indicators are: amount of local funds made available and utility of the library building constructed. The dependent variables in each category are: amount of local funds made available (1-1, amount of funds authorized; 1-2, project cost; D-1, cost per square foot); and utility of the library building constructed (2-1, blocks from center of pedestrian traffic; 2-2, availability of off-street parking; 2-3, gross square feet of space; 2-4, projected building use; 2-5, member of a public library system; 2-6, building consultant utilized; 2-7, population served; and D-2, annual circulation). A non-statistical examination of gross construction costs is included as a measure for the indicator, amount of local funds made available.

A one-way analysis of variance test was calculated to test the effect of the three funding source categories (the independent variable) on the dependent variables listed above. An examination of the results of the one-way analysis of variance show that the data support the hypotheses that more local funds were made available but do not support the hypothesis of greater building utility.

Only two of the twelve components of the indicator, funds available, are statistically significant: variable 1-1 (b)(2), per capita support at building completion and D-1, project cost per square foot. The per capita result supports the hypothesis that LSCA funding priorities tend to direct federal funds to the more populous urban areas of the states which often have established library systems. Although it was anticipated that project cost would be highest for joint-funded projects, it was not anticipated that the costs would be high enough to display statistical significance. A high project cost per square foot reduces the gross square footage of the building.

The indicator, local funds made available, provides support for the hypothesis by a strong direction of means. Eleven of the twelve components (92 percent) lend positive support to the joint funding category, a strong result, since fewer components (33 percent) would be expected to indicate a positive direction through chance alone.

An examination of gross construction costs adds further support to the hypothesis. An increase of 40.25 percent in total local funding for the three years following LSCA passage and the three years immediately before LSCA passage is a good measure of the effectiveness of LSCA funds as a stimulus to local funding.

Less support for the hypothesis was found through analysis of the components of the indicator, utility of the building constructed (variables 2-1 through 2-7, and descriptive variable D-2). These components lend little support either through statistical significance or direction of means. Variable 2-1 (blocks from center of pedestrian traffic, new structure) and 2-6 (building consultant utilized) displayed statistical significance. Two of the funding categories, joint funding and local-after, had the same value for variable 2-1. Although the value is in the direction for positive support, this result weakens the support given. The results for variable 2-6 indicate that a library building consultant was utilized in joint-funded projects to a greater extent than in locally funded projects. These statistically significant results show that in these two aspects (site location and building consultant utilization) the level of planning was greater for joint-funded than for locally funded projects.

The direction of means for these variables lends no support to the hypothesis. Thirty-three percent of the means displayed positive support for joint-funded projects, the exact percent that would be expected through chance alone.

Two-way analysis of variance was used to determine if type of project (the control variable) had any effect on the dependent variables when introduced as a control. Since the statistically significant results of the one-way and two-way analysis of variance are similar, type of project was discounted as a factor for further examination.

The majority of interview responses were dichotomous (yes/no) in nature. The questions were phrased as positive statements and the responses to the statements were coded as interval level data, 1 for a yes, 0 for a no; they were then tested using one-way analysis of variance. Of the 24 interview questions coded in this manner, only six pertained to all three funding categories, a necessary condition to compute analysis of variance for these data.

Two of the six statements displayed statistical significance: "Library building consultant was retained to assist in building planning"; and "A building program statement was prepared and was available to the planning team." The first statement regarding a library building consultant duplicates and reinforces the same question which was contained in the "Public Library Buildings Data" questionnaire. The response was statistically significant both in the questionnaire data and the interview schedule data. The two significant interview statements are strong indicators of building planning and they support the hypothesis because they demonstrate that jointly funded projects have a higher level of planning than locally funded projects.

Direction of means for these six statements did not support the hypothesis because only two of the six means showed positive support for joint-funded buildings. This is the exact result that would be expected by chance alone.

Arithmetic means were calculated for the 18 questions not analyzed by analysis of variance. Seventeen of these questions concerned jointly funded buildings exclusively, and since the dichotomous data were coded either 1 (yes) or 0 (no), the means became actual percentages of affirmative expression regarding jointly funded construction projects. An examination of these means revealed a high percentage of response favoring the Title II program.

One statement, "Construction of library was dependent upon availability of LSCA funds" displayed a result of importance to the study. In the responses concerning jointly funded buildings, 8 of 23 libraries (35 percent) would not have been able to support a building program without the assistance of LSCA funds. The data are qualitative but the responses are based on financial rather than emotional considerations. Considering the entire sample, which is random and representative of the population, 8 of 49 libraries (16.3 percent) would not have been able to build at the time they did had it not been for LSCA funds.

Interview data indicate that librarians of jointly-funded buildings generally approved of the manner in which LSCA II was being administered by the state libraries. Mean values were all quite high for those interview statements pertinent to administration of the LSCA II program.

Data limitations.--Several factors produced limitations on the data; two of them are the variation in data recording procedures by field librarians and lack of standardized reporting procedures to the state libraries. Variations in data recording were controlled to an extent by the use of definitions established for this study, but complete data uniformity was not possible.

Lack of standardized reporting procedures to the state libraries caused difficulties in identification of the population. Jointly funded libraries were easily identified because the state libraries maintained complete records on all LSCA construction projects. Identification of locally funded projects, however, was not a systematic process and some construction projects undoubtedly were overlooked. These omissions affect the reliability of the study to an extent.

The interview schedules produced qualitative information but the dichotomous, nominal level data were treated as interval level data. The results tend to be weak since subjective data form much of this nominal level information.

Conclusions

The data support part of the hypothesis. The indicator, amount of local funds made available, and the gross construction cost computation support the first statement of the hypothesis that more local funds are made available for public library construction projects. The direction of means for this indicator adds further support. Based on these data, it may be concluded that a major goal of LSCA Title II has been met--more local funds are available for library construction projects and LSCA funds appear to act as a stimulus to total local funding.

The indicator, utility of the building constructed, receives little support from the variables which are its components. The only factor which is supported is that there was a somewhat higher level of planning for jointly funded buildings than for locally funded ones.

Qualitative data affirm the adequacy with which the LSCA program was administered. Those persons interviewed tended to be well satisfied with the state library agency's handling of the program.

Interview data also indicate that jointly funded projects were generally more thoroughly planned than those projects which were built toally with local funding. This conclusion is supported by the higher utilization of a building consultant by jointly funded projects and the preparation of a building program by a greater percent of jointly funded projects than by locally funded ones.

Based on the indicator, funding availability, the gross local funding increase and the interview data pertaining to planning and administration, it is reasonable to conclude that LSCA, Title II met its stated goals and was a viable, effectively administered program. Considering the lack of support from the indicator, building utility, however, it must also be concluded that the program is not as strong as was expected when the hypothesis was formulated. There is little evidence to support the statement that jointly funded buildings have a higher level of utility than locally funded buildings.

Recommendations

Further study.--At the outset of this study, the possibility of a national follow-up study of the Title II program was discussed. It is recommended that such a study not be conducted unless data instruments more sensitive than those used in this study can be developed and the buildings can be studied in greater depth, taking into account such factors as general building layout, relationships of public services and technical services areas, stack and lighting layouts, and importance of site location and off-street parking facilities.

Data collected for this study might be converted to per capita values and compared with previously reported buildings data. Methodologies from earlier studies and from this study could be combined to produce a stronger methodological approach to the gathering and analysis of buildings data. The results derived from such a study would create buildings standards valuable to architects and librarians involved in planning and evaluating library facilities. The Building and Equipment Section of the Library Administration Division, American Library Association, would be the logical group to develop and implement such a study.

Data reporting procedures.--It is strongly recommended that a uniform reporting procedure for data on library building projects be established as soon as possible. A well designed channel for the routine recording and reporting of information on library building construction and improvement projects as well as for many other types of library data would prove invaluable. The data base thus derived would be of immeasurable value to the study and continuous evaluation of all facets of library service. The state library agencies would coordinate the development and continuing operation of the reporting process and periodically would publish analyses of the data collected.

Coordination of the data collection and analysis should be accomplished on a national level. Standards and norms for developing and evaluating library service would result from a well designed and maintained data collection program. The American Association of State Libraries of the American Library Association would be the logical group to develop and implement this program.

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[1] Library Services and Construction Act. U.S. Code, Vol. 5 (1964), Section 2 (a).

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Allotments

Sec. 202. From the sums appropriated pursuant to section 201 for each fiscal year, the Commissioner shall allot $20,000 each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands, and $80,000 to each of the other States, and shall allot to each State such part of the remainder of such sums as the population of the State bears to the population of the United States, according to the most recent decennial census. A State's allotment under this subsection for any fiscal year shall be available for payments with respect to the administration, during such year and the next fiscal year, of its State plan approved under section 203, and for payments with respect to construction projects approved under such State plan during such year or the next fiscal year.

Sec. 203. (a) To be approved for purposes of this title a State plan for construction of public libraries must--

(1) meet the requirements of paragraphs (1), (2), (4), and (5) of section 103(a); (see below)

(2) set forth criteria and procedures for approval of projects for construction of public library facilities which are designed to insure that facilities will be constructed only to serve areas, as determined by the State library administrative agency, which are without library facilities necessary to develop library services;

(3) provide assurance that every local or other public agency whose application for funds under the plan with respect to a project for construction of public library facilities is denied will be given an opportunity for a hearing before the State library administrative agency; and

(4) provide assurance that all laborers and mechanics employed by the contractors or subcontractors on all construction projects assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality, as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a-276c-5), and shall receive over-time compensation in accordance with and subject to the provisions of the Contract Work Hours Standards Act (Public Law 87-581); and the Secretary of Labor shall have the respect to the labor standards specified in this paragraph the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 5 U.S.C. 133z-15) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

(b) The Commissioner shall approve any plan which fulfills the conditions specified in subsection (a) of this section.

Sec. 103--Referred to in sec. 203(a)(1) above.

(a) To be approved under this section, a State plan for the further extension of public library services must--

(1) provide for the administration, or supervision, of the administration, of the plan by the State library administrative agency, and provide that such agency will have adequate authority under State law to administer the plan in accordance with its provisions and the provisions of this Act;

(a) provide for the receipt by the State treasurer (or, if there be no State treasurer, the officer exercising similar functions for the State) of all funds paid to the State pursuant to this Act and for the proper safeguarding of such funds by such officer, provide that such funds shall be expended solely for the purposes for which paid, and provide for the repayment by the State to the United States of any such funds lost or diverted from the purposes for which paid;

(3) provide policies and methods of administration to be followed in using any funds made available for expenditure under the State plan, which policies and methods the State library administrative agency certifies will be in its judgment assure use of such funds to maximum advantage in the further extension of public library services to areas without such services or with inadequate services;

(4) provide that the State library administrative agency will make such reports as to categories of expenditures made under this Act, as the Commissioner may from time to time reasonably require; and

(5) provide that any library services furnished under the plan shall be made available free of charge under regulations prescribed by the State library administrative agency.

Payments to States

Sec. 204 (a) From its allotment available therefor under section 202 each State shall be entitled to receive (1) an amount equal to the Federal share (as determined under section 104--see below), of projects approved under its State plan (as approved by the Commissioner pursuant to section 203) during the period for which such allotment is available, and (2) an amount equal to the Federal share of the total of the sums expended by the State and its political subdivisions for the administration of such State plan during the period for which such allotment is available.

(b) The Commissioner shall from time to time estimate the amount to which a State is entitled under subsection (a), and such amount shall be paid to the State, in advance or by way of reimbursement, at such time or times and in such installments as the Commissioner may determine, after necessary adjustment on account of any previously made overpayment or underpayment.

Sec. 104--referred to in sec. 204(a)(1) above.

(a) From the allotments available therefor under section 102, the Secretary of the Treasury shall from time to time pay to each State which has a plan approved under section 103 an amount computed as provided in subsection (b) of this section, equal to the Federal share of the total sums expended by the State and its political subdivisions under such plan during the period for which such payment was made, except that no payments shall be made to any State (other than the Trust Territory of the Pacific Islands) from its allotment for any fiscal year unless and until the Commissioner finds that (1) there will be available for expenditure under the plan from State or local sources during the fiscal year for which the allotment is made (A) sums sufficient to enable the State to receive under this section payments in an amount not less than $25,000 in the case of the Virgin Islands, American Samoa, the Trust Territory of the Pacific Islands or Guam and $100,000 in the case of any other State, and (B) not less than the total amount actually expended, in the areas covered by the plan for such year, for public library services from such sources in the second preceding fiscal year, and (2) there will be available for expenditure for public library services from State sources during the fiscal year for which the allotment is made not less than the total amount actually expended for public library services from such sources in the second preceding fiscal year.

(b) The Commissioner shall from time to time estimate the amount to which a State is entitled under subsection (a), and such amount shall be paid to the State, in advance or by way of reimbursement, at such time or times and in such installments as the Commissioner may determine, after necessary adjustment on account of any previously made overpayment or underpayment.

(c) For the purposes of this section the "Federal share" for any State shall be 100 per centum less the State percentage and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such state bears to the per capita income of all the States (excluding Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands), except that (1) the Federal share shall in no case be more than 66 per centum or less than 33 per centum, and (2) the Federal share for Puerto Rico, Guam, American Samoa, and the Virgin Islands shall be 66 per centum, and the Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum.

(d) The "Federal share" for each State shall be promulgated by the Commissioner between July 1 and August 31 of each even-numbered year, on the basis of the average of the per capita incomes of each of the States and of all of the States (excluding Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands), for the three most recent consecutive years for which satisfactory data are available from the Department of Commerce. Such promulgation shall be conclusive for each of the two fiscal years in the period beginning July 1 next succeeding such promulgation: Provided, That the Commissioner shall promulgate such percentages as soon as possible after the enactment of this Act.

Title V--General

Withholding

Sec. 501. If the Commissioner finds after reasonable notice and opportunity for hearing to the State agency administering or supervising the administration of a State plan approved under this Act, that the State plan has been so changed that it no longer complies with the applicable requirements of this Act or that in the administration of the plan there is a failure to comply substantially with the provisions required to be included in the plan, he shall notify such State agency that further payments will not be made to the State under this Act (or, in his discretion, that further payments will not be made with respect to portions of or projects under the State plan affected by such failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to such State for carrying out such State plan (or further payments shall be limited to parts of or projects under the plan not affected by such failure).

Administration

Sec. 502. (a) The Commissioner shall administer this Act under the supervision and direction of the Secretary of Health, Education, and Welfare, and shall, with the approval of the Secretary, prescribe such regulations as may be necessary for the administration of this Act.

(b) The Commissioner is also authorized to make such studies, investigations, and reports as may be necessary or appropriate to carry out the purposes of this Act, including periodic reports for public distribution as to the values, methods, and results of various State demonstrations of public library services undertaken under this Act.

(c) There are hereby authorized to be appropriated for expenses of administration such sums as may be necessary to carry out the functions of the Secretary and the Commissioner under this Act.

(d) (1) The Commissioner shall not finally disapprove any State plan submitted under this Act, or any modification thereof, without first affording the State submitting the plan reasonable notice and opportunity for a hearing.

(2) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its State plan submitted under Title I, Title II, Title III, or part A or B of Title IV, or with respect to his final action under section 501, such State may appeal to the United States Court of Appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code.

(3) Upon the filing of the petition referred to in paragraph (1) of this subsection, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his order. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(4) The judgment of the court affirming or setting aside in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

Reallotments

Sec. 503. The amount of any State's allotment under section 102, 202 302, 402, or 412, for any fiscal year which the Commissioner determines will not be required for the period for which such allotment is available for carrying out the State plan approved under section 103, 203, 304, 404, and 414, respectively, shall be available for reallotment from time to time, on such dates during such year as the Commissioner may fix, to other States in proportion to the original allotments for such year to such States under such section 102, 202, 302, 402, or 412, as the case may be, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the amount which the Commissioner estimates the State needs and will be able to use for such period of time for which the original allotments were available for carrying out the State plan approved under section 103, 203, 304, 404, or 414, as the case may be, and the total of .such reductions shall be similarly realloted among the States not suffering such a reduction. Any amount realloted to a State under this subsection from funds appropriated pursuant to section 101, 201, 301, 401, or 411 for any fiscal year shall be deemed part of its allotment for such year under section 102, 202, 302, 402, and 412, respectively.

Definitions

Sec. 504. For the purposes of this Act--

(a) The term "State" means a State, the District of Columbia, Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, or the Virgin Islands;

(b) The term "State library administrative agency" means the official State agency charged by State law with the extension and development of public library services throughout the State;

(c) The term "public library" means a library that serves free all residents of a community, district, or region, and receives its financial support in whole or in part from public funds;

(d) The term "construction" includes construction of new buildings and acquisition, expansion, remodeling, and alteration of existing buildings, and initial equipment of any such buildings; including architects' fees and the cost of the acquisition of land;

(e) The term "Secretary" means the Secretary of Health, Education, and Welfare.

U.S. CODE OF FEDERAL REGULATIONS
Title 45--Public Welfare

Chapter I--Office of Education, Department of Health, Education, and Welfare
Part 130--Financial Assistance for Public Library Services, Public Library Construction, Interlibrary Cooperation, and Specialized State Library Services

The regulations in this part are applicable to the library programs authorized by the Library Services and Construction Act, as amended. The public library programs undertaken pursuant to the Act are subject to the provisions thereof and to the regulations issued by the Commissioner pursuant thereto. The regulations, published as Part 130 under Title 45 of the Code of Federal Regulations, are revised to read as set forth below.

The programs described in this part are subject to the requirements of Title VI of the Civil Rights Act of 1964 (P.L. 88-352, 78 Stat. 252, 42 U.S.C. Ch. 21) which provides that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assitance. Accordingly, payments made pursuant to the regulations in this part are subject to the regulation in 45 CFR Part 80 issued by the Secretary of Health, Education, and Welfare, and approved by the President, to effectuate the provisions of section 601 of the Civil Rights Act of 1964.

Subpart A--Definitions

Section 130.1 Definitions.
As used in this part:

(a) "Act" means the Library Services Act, Public Law 84-597, as amended by Public Law 84-896; Public Law 86-679; Public Law 87-688; Public Law 88-269 (as renamed, the Library Services and Construction Act); and Public Law 89-511 (20U.S.C. Chap. 16).

(b) "Commissioner" means the U.S. Commissioner of Education.

(c) "Department" means the U.S. Department of Health, Education, and Welfare.

(g) "Project" or "construction project," for the purpose of subpart D, means a construction project which is eligible for a grant under an approved State plan and which will result in a usable public library facility.

(h) "Public library" means a library that serves free all residents of a community, district, or region without discrimination and receives its financial support in whole or in part from public funds. The term does not include libraries such as law, medical, school, and academic libraries, which are organized to serve a special clientele or purpose.

(j) "State" means a State of the Union, the District of Columbia, Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, or the Virgin Islands.

(1) "State agency" means the "State library administrative agency" (Section 504(b) of the Act), the State library agency, or any other official State agency charged by State law with the extension and development of public library services, the construction of public libraries, the promotion of interlibrary cooperation, or the provision of specialized State library services.

Subpart B--State Plans (Titles I-IV)

Section 130.2 State plan purposes.

The purposes of the State plan are to set forth the manner and procedures under which the State will carry out the State program(s) to promote the further extension of free public library services to areas without such services or with inadequate services, to provide for the construction of public libraries, to promote interlibrary cooperation, to assist the States in providing certain specialized state library services, and to provide the basis on which Federal payments are made. Therefore, in order to participate in one or more of the programs described in this part, a State must submit to the Commissioner a State plan which meets the requirements of this part applicable to such programs.

Section 130.3 State plan provisions.

(a) State agency. The State plan shall give the official name of the agency which will be the sole agency for administering or supervising the administration of the plan and shall indicate the programs under the Act to which the plan relates. The State plan shall state the title of the official who is authorized to submit the plan and amendments thereto. The State plan shall provide that the State agency shall be responsible for the administration or for the supervision of the administration of all activities to be carried out under the State plan and, if the latter, shall set forth the manner in which the State agency will exercise and make effective such supervision. The State plan shall also set forth the manner in which appropriate coordination will be undertaken at both State and local levels to assure that the best possible library services will be available.

(b) Free library services. The State plan shall provide that any library services furnished under the plan shall be made available free of charge to individual users under regulations prescribed by the State agency.

(c) Organization. The State plan shall describe, by chart or otherwise, the organization of the State agency, its unit functions, and the lines of authority between the State agency and entities participating in each of the programs covered by the plan in order to assure coordination of these and all other library programs within the State.

(d) Personnel. (1) The State plan shall contain a description of the minimum qualifications of all professional library personnel of the State agency engaged in activities for which funds are used under the State plan. Such minimum qualifications shall contain standards of education and experience and other requirements in relation to the duties to be performed. If a merit system exists in the State, the plan shall describe the requirements of such system for such personnel.

(2) If the State agency makes provision for salaries, tuition, or other payments for personnel of the State agency and/or personnel participating, or to participate, under the plan in specialized educational or training programs, the State plan shall state the terms and conditions the State agency will impose to assure that the result of such programs and payments therefor will contribute to the furtherance of the objective for which funds are made available. (See Section 130.86(a)(1) and (2).) If there be failure by such personnel to comply with such terms and conditions, absent good cause therefor as reasonably determined by the State agency, the Federal Government shall be credited with its proportionate share of such payments.

(e) Custody of funds. The State plan shall provide for the receipt by the State Treasurer (or, if there be no State Treasurer, the officer identified by title exercising similar functions for the State) and for the proper safeguarding of all Federal funds granted to the State under the Act. The State plan shall provide that all Federal funds so received shall be expended solely for the purposes for which granted and that any such funds not so expended, including funds lost or diverted to other purposes, shall be paid to the U.S. Office of Education.

(f) Disbursement of funds. The State plan shall state whether funds are paid to participating agencies under the plan on the basis of either (1) a reimbursement for actual expenditures already made, (2) an advance prior to the expenditure of funds, or (3) both.

(g) State fiscal control and accounting procedures. The State plan shall describe the fiscal control and fund accounting procedures which are in accordance with applicable State and local laws, rules, and regulations and which will assure proper disbursement of and accounting for Federal funds paid to the State under each program, funds paid by the State to participating entities, and all matching funds. In addition, the State plan shall specify the particular accounting basis (cash, accrual, or obligation) to be used and cite the authority under State and local laws, rules, and regulations for such basis. If the State or local agency utilizes other than a cash accounting basis, the State plan shall indicate the time period or other conditions governing the liquidation of obligations. The State plan shall contain an assurance that accounts and supporting documents of the State agency and local participating entities relating to program expenditures involving Federal financial participation will be adequate to permit an accurate and expeditious audit. The State plan shall provide that the State will require that the expenditures made under the State plan by the participating agencies will be audited in accordance with generally accepted auditing standards by an appropriate State audit agency or by an independent certified public accountant or independent licensed public accountant, certified or licensed by a regulatory authority of a State or other subdivision of the United States. The State plan shall set forth, in connection with construction projects approved under subpart D of this part the fiscal control and accounting procedures applicable to such construction projects, and shall cite the authority under State and local laws, rules, and regulations.

(h) Reports. The State plan shall provide that the State agency will make and submit to the Commissioner the reports described in section 130.89 of this part; and that the State agency will maintain records in support thereof as required under section 130.85.

(i) Amendment. The State plan shall provide that it will be amended to reflect any material changes in the library program(s) provided for by such plan, any changes in pertinent State law, or any changes in the organization of, operations of, or policies and methods of administration to be followed by, the State agency; and that amendments will be submitted and certified in the same manner as the State plan.

(j) Certification of the State Plan--(1) Certification by State agency. The State plan and all amendments thereto shall include a certification by the officer of the State agency authorized to submit the State plan that the plan or amendment has been adopted by the State agency and that the plan, or plan as amended, will constitute the basis for operation and administration (including, where applicable, supervision of the administration) of the library programs in which there is Federal financial participation.

(2) Certification by State Attorney General. The State plan and all amendments thereto shall include a certification by the State's Attorney General, or other official designated in accordance with State law to advise the State agency on legal matters, that all plan provisions and amendments thereto are consistent with State law. He shall further certify the official title of the officer authorized to submit the State plan; that the State agency named in the plan has authority under State law, to submit the State plan and to administer or supervise the administration of the plan, whichever is applicable; that the State Treasurer (or, if there be no State Treasurer, the officer identified by title exercising similar functions for the State) has authority under State law to receive, hold, and disburse Federal funds under the State plan.

There shall be included as part of the plan copies of, or citation to, all pertinent laws and interpretations of laws by appropriate State officials or courts relevant to the State plan provisions. All such copies or ciations shall be certified to be correct by the Attorney General or other appropriate State official.

Subpart D--Public Library Construction

Section 130.25 State plan requirements--Title II.

(a) Criteria, priorities, and procedures. (1) The State plan shall set forth criteria, priorities, and procedures for approval of construction projects which are designed to insure that public library facilities will be constructed to serve areas, as determined by the State agency, which are without library facilities necessary to develop library services.

(2) The State plan shall indicate whether the State will expend Federal funds (and State and local funds required for matching such Federal funds) for acquisition of existing buildings to be used as a public library; and, if so, set forth the criteria to be followed by the State agency in determining the suitability of such buildings for library purposes and whether such buildings, after their conversion into public libraries, will meet the State's standards for providing library services.

(3) The State plan shall specify the period of time within which construction contracts will be entered into following the State agency's approval of projects.

(b) State hearing. The State plan shall contain the State agency's assurance that every local or other public agency whose application for funds under the plan with respect to a project for construction of public library facilities is denied will be given an opportunity for a fair hearing before the State agency.

(c) Davis-Bacon Act and Contract Work Hours Standards Act. The State plan shall contain the State agency's assurance as required by section 203(a)(4) of the Act.

Subpart H--Federal Financial Participation

Section 130.68 Federal payments to a State.

Payments to a State under this part will be made only after approval of the State plan and the submission of required estimates and reports. The commissioner will from time to time estimate the amount to which a State is entitled under the Act and the regulations in this part, and such amount shall be paid to the State, in advance or by way of reimbursement, at such time or times and in such installments as the Commissioner may determine, after necessary adjustments on account of any previously made overpayment or underpayment.

Section 130.69 Approval of State plan.

The Commissioner shall approve a State plan which he determines meets the purposes and provisions of the Act and the regulations in this part, and shall notify the State agency of the granting or withholding of approval in each such case. However, the Commissioner shall not finally disapprove a State plan or amendment thereto without first affording the State reasonable notice and opportunity for a hearing.

Section 130.70 Effective dates of State plan and amendments.

Federal financial participation is available only with respect to amounts expended under an approved State plan or amendments. Absent any contrary notification, the date on which the State plan or amendments thereto shall be considered to be in effect is the date of approval by the Commissioner. The State agency will be apprised of the effective date in the notice of approval sent to the State agency by the Commissioner.

Section 130.71 Allotment availability.

Federal allotments to a State under Title II are available for expenditures for both administrative activities and construction projects approved during the Federal fiscal year in which the allotment is made and the next Federal fiscal year. A Federal fiscal year is one commencing on July 1 and ending the following June 30.

Section 130.72 Reallotments.

The amount of any State's allotment for any fiscal year under section 102, 202, 302, 402, or 412 of the Act which the Commissioner determines will not be required during the period for which such allotment is available for carrying out that State's plan shall be available for reallotment, on such dates during such year as the Commissioner may fix, to other States for carrying out their plans in the same proportion as the original allotments were made for such purposes to such other states in the manner provided for in section 503 of the Act. Any amounts reallotted shall be determined by the Commissioner on the basis of (a) reports filed by the States of the amounts required to carry out the State plan approved under section 103, 203, 304, 404, and 414, respectively, of the Act and (b) such other information as he may have available. Any amounts reallotted pursuant to section 503 of the Act shall be deemed part of the State's allotment for that fiscal year under section 102, 202, 302, 402, or 412 of the Act.

Section 130.73 Federal and State shares of eligible expenditures.

(a) Federal share. The Federal share for Titles I, II, and IV shall be as promulgated by the Commissioner pursuant to section 104(d) of the Act in accordance with the provisions of section 104(c) of the Act, except that for Title IV the Federal share for fiscal year 1968 shall be 100 percent.

(b) State share. The State share (state percentage) shall be the difference between the cost of activities under the State plan and the applicable Federal share. In meeting such State share, the following will be accepted:

Title II: Expenditures by the State and its political subdivisions for administration of the State plan and the administration and supervision of construction projects; and expenditures for carrying out construction projects under the State plan.

(c) Limitation. The expenditures which are to be considered in computing the amount of Federal financial participation under a State plan are only those which are made in furtherance of the purposes of the Act and which do not inure to the personal benefit of any donor.

Section 130.74 State laws governing expenditures.

Federal financial participation under the State plan shall be available only for those eligible costs for which State or local funds are expended or authorized to be expended under applicable State and local laws, rules, regulations, and standards.

Section 130.75 Determination of fiscal year's allotment to which an expenditure is chargeable.

An expenditure made under Title II of the Act will be charged to the State's allotment available during the Federal fiscal year in which the project was approved by the State agency.

Section 130.76 Construction contract provisions.

The State agency shall require that construction contracts for projects approved under the State plan shall include provision for:

(a) Wage rates and overtime compensation. The payment of wage rates and overtime compensation as required by section 203(a)(4) of the Act; and

(b) Equal opportunity. Equal opportunity in employment pursuant to Executive Order 11246 or any subsequent executive orders or statutes pertaining thereto and any regulations issued thereunder.

Section 130.77 Special construction considerations--Evaluation of flood hazards.

The State agency shall comply with Executive Order 11296 and with the requirements of Departmental regulations which may be issued from time to time pursuant thereto relating to the evaluation of flood hazards in locating federally financed construction projects.

Section 130.78 Special construction considerations--Physically handicapped persons.

The State agency shall insure that facilities constructed with the use of Federal funds under this Act shall, to the extent appropriate in view of the uses to be made of the facilities, be accessible to and usable by handicapped persons.

Section 130.79 Competitive bidding and equipment procurement.

All contracts for public library construction shall be awarded to the lowest qualified bidder on the basis of open competitive bidding: Provided, however, that if one or more items of construction are covered by an established alternative procedure, consistent with State and local laws and regulations, which is approved by the State agency as designed to assure construction in an economical manner consistent with sound business practice, such alternative procedure may be followed.

Section 130.80 Disposition of facilities, equipment or land.

(a) Whenever public library facilities, or items of equipment, or land, each initially costing $100 or more, in which cost the Federal Government has participated (with funds derived from Federal grants and State or local matching funds), are sold or no longer used for the purpose authorized by the applicable Title of the Act, the Federal Government shall be credited with its proportionate share of the value of such facilities, equipment, or land, the value being determined on the basis of the sale price in the case of a bona fide sale or on the fair market value in the case of discontinuance of use or diversion for other than State plan purposes.

(b) Inventories and records are required to be kept for all items of equipment referred to in paragraph (a) of this section. Although the title to such facilities or equipment may be vested in either the State agency or a local participating entity, the State agency is responsible for having available in the State agency's office information sufficient for a determination of whether such facilities or equipment continues to be used for a purpose provided for under the Act.

Section 130.81 Proration of costs.

Only costs attributable to the carrying out of the provisions of the State plan under each title of the Act are allowable costs. To cover situations where an expenditure is only partly attributable to an eligible purpose or activity under the State plan or where an expenditure is attributable to two or more eligible purposes or activities, such expenditures shall be prorated between the eligible and noneligible purposes or activities or among the various eligible and noneligible activities as the case may be. The state shall maintain records documented on an after-the-fact basis to substantiate the proration of expenditures for applicable items such as salaries, travel, rental, supplies, and equipment.

Section 130.82 Adjustments.

The State agency shall adjust its accounts, records, and reports to reflect refunds, credits, underpayments, or overpayments, as well as any adjustments resulting from Federal or State administrative reviews and audits. Such adjustments shall be set forth in the State's financial reports filed with the Commissioner.

Section 130.83 Interest on Federal funds.

In the event that any interest is earned on Federal funds, it shall be credited to the United States. The State agency shall submit as a part of each annual financial report a statement showing the amount of interest earned on Federal funds by the State and participating entities during that fiscal year. Such interest earnings shall be refunded to the U.S. Office of Education.

Section 130.84 Fiscal audits.

Audit agencies representing the Department will audit the program records available at the State agency to determine whether the Federal program funds have been properly accounted for and administered. Audit reports of the participating organizations and State review and other control procedures will be evaluated to determine the adequacy of information upon which to base the audit findings. Only where the available information is deemed to be inadequate will the auditor arrange, through the State agency, to audit the records of the participating organizations or entities of the State.

Section 130.85 Retention of records.

(a) General rule. The State agency shall provide for keeping accessible and intact all records, identified as to individual program allotments to which they relate, supporting claims for Federal grants or relating to the accountability of the State agency or any other entity participating under the plan for the expenditure of such grants, expenditure of matching funds, and records supporting maintenance of effort. Such records shall be kept until the State agency is notified (1) that they are not needed for program administration review and (2) that the Department's fiscal audit is completed.

(b) Questioned expenditures. The records involved in any claim or expenditure which has been questioned shall be maintained until necessary adjustments have been reviewed and cleared by the Department.

Section 130.86 Eligible costs.

(a) To the extent that they are attributable to administration or supervision of the administration of the State plan and to the carrying out of the separately identified programs under Titles I, II, and IV of the Act (see sections 130.71 and 130.81), the eligible costs may at the discretion of the State agency include the following:

(1) Salaries of the professional and clerical staff engaged in activities under the State plan, including (i) fringe benefits regularly provided for such employees and (ii) that part of the salaries paid for time spent by non-clerical employees on educational leave to obtain additional education or training of benefit to the programs: Provided, That such leave is approved in advance by the State agency and is in conformity with the policy of the State. The fact that funds are used for the salary of an employee on such leave does not preclude Federal financial participation in the salary of the person employed to replace him, as long as the replacement is otherwise eligible.

(2) Fees or tuition charges or other payments in accordance with the State plan provisions described in section 130.3(d) for the education or training of nonclerical personnel, whether or not on educational leave, while attending courses, workshops, conferences, or seminars, approved in advance by the State agency for the benefit of the State plan programs.

(3) Fees and approved expenses of consultants, advisory councils, and other persons or groups acting in an advisory capacity;

(4) Expenses connected with committees, workshops, and conferences;

(5) Travel expenses of staff and consultants thereto, including advisory council members, in accordance with applicable State travel regulations;

(6) Communications costs;

(7) Supplies, printing, and printed materials;

(8) Rental of, or, where economically justified, purchase of office and program equipment;

(9) Rental of space (including the cost of utilities and custodial services) if: The cost does not exceed comparable rental on a square foot basis in the particular locality for the period of occupancy; the expenditures represent an actual cost; and, in the case of publicly owned buildings, like charges are made to other agencies occupying similar space for similar purposes;

(10) Minor remodeling of space in publicly owned buildings to the extent that such costs are not included in rental; and

(11) Utilities and custodial services to the extent not included in any other item of this section.

(c) Title II--Construction projects. In addition to the costs listed in section 130.86(a) of this part, the following project costs are also eligible at the discretion of the State agency if incurred after the date of project approval or after such other date as is indicated in subparagraphs (3) and (5) of this paragraph:

(1) Construction of new buildings to be used for public library facilities;

(2) Expansion, remodeling, and alteration (as distinguished from maintenance and repair) of existing buildings to be used for public library purposes;

(3) Expenses (other than interest and the carrying charges on bonds) related to the acquisition of land on which there is to be construction of new buildings or expansion of existing buildings which are incurred within three fiscal years preceding the fiscal year in which the project was approved by the State agency, if such expenses constitute an actual cost or transfer of public funds in accordance with

the usual procedures generally applicable to all State and local agencies and institutions pursuant to section 130.74;

(4) Site grading and improvement of land on which such facilities are located;

(5) Architectural, engineering, and inspection expenses incurred subsequent to site selection;

(6) Expenses (other than interest and the carrying charges on bonds) related to the acquisition of an existing building to be used for public library facilities, if such expenses are authorized in the State plan pursuant to section 130.25(a)(2), and constitute an actual cost or transfer of public funds in accordance with the usual procedures generally applicable to all State and local agencies and institutions pursuant to section 130.74;

(7)Expenses related to the acquisition and installation of initial equipment to be located in a public library facility provided by a construction project, including all necessary building fixtures and utilities, office furniture, and public library equipment such as library shelving and filing equipment, card catalog cabinets, circulation desks, reading tables and study carrels, booklifts, elevators, and information retrieval devices (but not books or other library materials).

Section 130.89 Submission of reports.

The State agency shall submit to the Commissioner the following described reports, and shall maintain such records, afford such access thereto, and comply with such other requirements as the Commissioner may find necessary. See paragraph (g) with regard to fiscal year 1967 exceptions.

(c) With respect to Titles I, II, III, and Parts A and B of Title IV, a detailed statement describing the proposed program;

(d) With respect to Titles I, II, III, and Parts A and B of Title IV, an estimated budget itemizing the amount of funds which will be required by the State agency for administering or supervising the administration of the State plan;

(f) With respect to Titles I, II, III, and Parts A and B of Title IV, reports of expenditures by categories;

(h) Notification of construction project approval and completion: With respect to Title II, the State agency shall notify the Commissioner of its approval and of the completion of library construction projects under Subpart D. Such notification shall include the project name and number, location, population served, type of library, type of construction, size of facility, the funds budgeted by source and major category, construction schedule, and completion date. Information shall be forwarded by the State agency, within 30 days after such approval and again within 30 days after project completion. Forms for such purposes will be furnished by the Commissioner.

(i) Any other reports containing such information in such form as the Commissioner may, from time to time, require in order to carry out his functions under the Act.

Section 130.90 Effect of Federal payments.

Neither the approval of the State plan, the issuance of a Letter of Credit, the approval of withdrawals thereunder, nor the making of any direct payments to the State shall be deemed to waive the right or duty of the Commissioner to withhold funds by reason of the failure of the State to observe any Federal requirements set out in the Act or regulations related thereto or any other relevant Federal Act or Order, either before or after such administrative action respecting payment.

Section 130.91 Noncompliance.

If the Commissioner finds, after reasonable notice and opportunity for hearing to the State agency administering or supervising the administration of a State plan approved under the Act, that the State plan has been so changed that it no longer complies with the applicable requirements of the Act or that in the administration of the plan there is a failure to comply substantially with the provisions required to be included in the plan, he will notify such State agency that further payments will not be made to the State under the Act (or, in his discretion, that further payments will not be made with respect to portions of or projects under the State plan affected by such failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to such State for carrying out such State plan (or further payments will be limited to parts of or projects under the plan not affected by such failure).

Section 130.92 Right to hearing and judicial review.

(a) Hearing. The Commissioner will not finally disapprove any State plan submitted under the Act, or any modification thereof, without first affording the State submitting the plan reasonable notice and opportunity for a hearing.

(b) Judicial review. If any State is dissatisfied with the Commissioner's final action with respect to the approval of its State plan submitted under any title or with respect to the approval of its State plan submitted under any title or with respect to his final action under section 501 of the Act, such State shall have the rights of appeal set out in section 502(d)(2), (3) and (4) of the Act.

Section 130.93 Termination of program.

If a state desires at any time not to participate in one or more of the programs, or upon termination of the program(s), the State shall refund to the U.S. Office of Education any unexpended or unobligated funds which have been paid to the State agency for the specific program purposes.

APPENDIX B

ADMINISTRATIVE PROCEDURES IN THE ILLINOIS, INDIANA AND MISSOURI STATE PLANS

I. CRITERIA FOR PARTICIPATION IN TITLE-II CONSTRUCTION PROGRAM

ILLINOIS	INDIANA	MISSOURI
ELIGIBILITY *1. Any tax-supported public library which has inadequate library service or is without public library service shall be eligible to apply.	*a) The inadequacy of the present facilities to develop library services as specified in the Interim Standards for Small Public Libraries, Public Library Service, and the building formulas in Practical Administration of Public Libraries.	*1) The library organization concerned possesses no outlet at the proposed location, and objective evidence is produced to indicate that an outlet there is necessary for adequate library development. 2) The library organization is using a rented outlet and evidence indicates that an outlet owned by the library is necessary for adequate library development. 3) The library organization owns an outlet and proves that that outlet is inadequate, outmoded or is generally restrictive of library development.
STANDARDS 2. The standard of service contained in Interim Standards for Small Public Libraries will be used as a guide for attainment and	b) The number of people, the distribution of the population, the transportation patterns and the locations of the library facilities	In respect to items 1, 2, 3, nationally recognized standards of building adequacy and nationally accepted principles for library

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*Section and Paragraph numbers indicated in these tables are the designations originally assigned to each state plan.

ILLINOIS	INDIANA	MISSOURI
STANDARDS (cont.) 2.(cont.) a plan shall be provided for meeting these standards if they do not exist.	b)(cont.) in the services area.	effectiveness such as are contained in *Public Library Service: A Guide to Evaluation with Minimum Standards*, A.L.A., 1956; *Practical Administration of Public Libraries* by Wheeler and Goldhor, and other such publications will be used to test evidence produced regarding the need for construction. 5) The library organization must be administered by a librarian who holds a professional degree in librarianship.
LIBRARY SERVICE EXPANSION 3. Evidence must be presented to show that libraries receiving assistance for construction will, to the extent practicable, become part of larger units that will have a sufficient tax base to provide adequate service or become a member of a system of libraries.	d) The type of improvement of library service which the proposed facility will be supporting. 1) Extension of library service to previously unserved or inadequately served population. 2) Cooperation of two or more libraries to provide expanded and improved library service. 3) Merging of libraries to form larger or more efficient units of service. 4) Addition or expansion of library service to specialized groups. 5) Establishment of new or innovative library services. 6) Satisfaction of needs of district brought on by an unusual rate of population increase.	6) The library administration must have taken such steps as are appropriate to recognize and to carry out its role in the geographical area in which it is located and does participate in a library program which extends throughout a natural trade and service area.

ILLINOIS	INDIANA	MISSOURI
LOCAL SUPPORT 4. The library must be legally established and have a regular source of income and indicate what steps will be taken to assure adequate maintenance and serving of the new or enlarged library building.	c) The demonstrated willingness of the local library board to provide adequate financial support for expanded and improved library services from the proposed facility.	11) The library administration and board shall have available, or be able to guarantee the availability of, local funds for the local share of the cost of construction. 4) The library organization concerned must levy the minimum local tax and therefore be eligible for state aid to public libraries under State law.
BUILDING PLANS 5) Only those plans that meet the building standards contained in Interim Standards for Small Public Libraries will be considered.		12) The library administration and board shall have executed an agreement with the State Library which gives assurance that all of the requirements of the State Plan will be fulfilled. 13) The library administration and board shall have submitted to the State Library such other information as may be requested in order to permit the State agency to determine whether the library's construction plans are in keeping with the State Plan for library development and the State Plan for construction.
ARCHITECT 6. Only those plans done by an Illinois registered architect will be considered.		9) The library administration and board shall have employed, or have definite plans to employ, a qualified architect, and shall have prepared, as a result of the ac-

ILLINOIS	INDIANA	MISSOURI
ARCHITECT (cont.)		9)(cont.) tivities outlined in #7 and #8 of these criteria, a written program for the use of the architect.
CONSULTATION AND PLANNING 7. Only those plans which have had consultation of a person experienced in building procedures and library service will be considered.		8) The library administration and board shall have conducted or caused to be conducted a survey of the building needs of the library. This survey shall be conducted by one knowledgeable of library building design and construction and shall provide conclusive evidence both of the need for construction and the character of the structure needed. 7) The library administrator and the library staff shall have prepared a written analysis and projection of the library's program by way of indicating both the short and long-range building needs of the library. 10) The library administration and board shall have selected or have plans for the selection and acquisition of a suitable site for the proposed construction.
ACCESS BY THE HANDICAPPED 8. The recommended standards of the President's Committee of the Handicapped shall be observed.		

ILLINOIS	INDIANA	MISSOURI
ACQUISITION OF EXISTING BUILDING	e) Acquisition of existing buildings for use as a public library. The acquisition of an existing structure is a project eligible for Federal participation under LSCA. The following conditions must be met: 1) A licensed architect or licensed structural engineer shall determine that the building is structurally sound and suitable for library purposes. 2) Residence type structures will not generally be regarded as acceptable. 3) The project will meet all other conditions of this plan.	

II. PROCEDURE FOR APPLICATION AND REVIEW

ILLINOIS	INDIANA	MISSOURI
APPLICATION 1. Applications must be submitted to the Illinois State Library on forms provided.	a) The State agency shall prepare and distribute copies of the plan, application, instructions, State and Federal regulations and such other materials necessary or useful to the implementation of the plan. b) Formal project applications shall be submitted on or before October 1, February 1, or April 1 of	The State agency will promulgate throughout the state its rules and regulations regarding the program, outlining in detail the criteria, priorities, and procedures in the Plan as well as supplementary requirements as contained in the Federal regulations and in the state program.

ILLINOIS	INDIANA	MISSOURI
APPLICATION (cont.)	b) (cont.) any fiscal year (none may be submitted after this date for consideration in that fiscal year).	Appropriate forms for submitting to the State agency the data required will be furnished to any library desirous of participating.
REVIEW OF APPLICATION 2. The consultant staff of the State Library will review the applications a) to assure complete information has been provided and b) to prepare applications for consideration by the Title II Subcommittee of the Advisory Council.	c) Applications will be checked by the State agency for completeness and accuracy and will be forwarded to the advisory council for review.	A fully qualified architect is a member of the staff of the State agency. It is his responsibility to evaluate all construction proposals and to recommend to the State Librarian and to the State Library Commission action on each proposal.
RECOMMENDATION 3. The members of the Advisory Council will review applications and make recommendations to the State Librarian. Applicants will not make personal presentations to the Advisory Council during its consideration of applications.	d) The Advisory Council (4 members appointed by Indiana Library Association, 4 members appointed by Indiana Library Trustees Association) shall review all applications and make recommendations to the Indiana Library and Historical Board.	The staff architect, together with professional staff members of the State agency, will evaluate each proposal in terms of the criteria, priorities, and regulations of the State agency and will prepare recommendations to the State Librarian and the State Library Commission regarding the application. The State Librarian will, on the basis of these recommendations, propose to the State Library Commission the approval or disapproval of the application. As a part of his recommendations to the State Library Commission the State Librarian will recommend the amount of federal funds to be allocated to the project.

ILLINOIS	INDIANA	MISSOURI
SUPPORTING DOCUMENTS 4. Applications will be considered on the basis of the following documents which shall accompany the application: a) Assurance that the site is available for library use. b) Assurance that the matching funds are or will be available for library use. c) A written building program. d) A set of preliminary plans. e) A furniture and equipment layout.	Applications shall include but not be limited to the following: 2) Assurance that sound library building practices will be adhered to in the development of a library building program, plans, and specifications. 3) Assurance that State and Federal regulation will be followed.	Documents such as surveys, building programs, etc., developed by the local library will be obtained.
NOTIFICATION 5. The State Librarian will notify each applicant in writing of his final action regarding the applications.	e) Approval or rejection shall be by action of the Indiana Library and Historical Board. f) Applications rejected for lack of funds may be re-submitted for consideration in the next fiscal year, subject to the same priorities and procedures as applications being submitted for the first time. g) Any Agency having an application for funds rejected shall have recourse to the fair hearing procedure described in this plan. h) When a project application has received final approval from the Indiana Library and Historical Board and the U.S. Office of Education has been notified of such approval, the applicant library shall enter into a contract with the Indiana State Li-	

ILLINOIS	INDIANA	MISSOURI
NOTIFICATION (cont.)	h) (cont.) brary. The approved application shall be the basis of this contract and all requirements therein shall be binding upon the applicant library.	
CONSTRUCTION SCHEDULE 6. Construction is to start within 90 days of the approval of the application. If it does not start within the prescribed time, the project will be reviewed at 30-day intervals.	1) Agreement that construction contracts will be entered into within 180 days of the approval of the project and that construction will be completed within a reasonable period of time.	In order to assure an adequate time for proper planning of the proposed structure, the State agency will allow up to one full year between the time of the State agency's approval of the project and the entering of a construction contract.
	III. PRIORITIES	
1. A library which will serve as the headquarters of a library system.	1. A library serving a library district of 10,000 or more people which was formed after March, 1961, by the merger of two or more library districts or by the merger of one or more townships into the library district.	1. Headquarters for the State Library.
2. A library which is a member of a library system and serves a population of 10,000 or more.	2. A library which is cooperating with one or more other library districts, such cooperation authorized by written contract and by resolution of cooperation between the	2. Headquarters for any library determined to be a Major Resource Library.

III. PRIORITIES (cont.)

ILLINOIS	INDIANA	MISSOURI
	cooperating libraries. This cooperation may be either for the mutual provision of general services such as reciprocal borrowing or the joint employment of professional personnel or specialists or for special services. The total population in the cooperating library districts must be at least 20,000. The resolution of cooperation must provide for continuation of the agreement for at least 5 years, subject to an annual appropriation being made available, and if for the provision of general services include, as a minimum cooperative activity, reciprocal free borrowing privileges.	
3. A central or branch library involved in an urban renewal project.	3. A library which has within a 7 square mile area of contiguous library district, including the site, a minimum population of 20,000 residents of the library district applying for the construction grant, which population according to census or other measure acceptable to the Indiana State Library has increased at least 5% since the United States Census of 1960.	3. Headquarters of principle outlet for libraries determined to be system resource libraries or regional resource libraries. These will be libraries located in those cities which are the natural trade as well as social, political, and economic centers of a wide area of the state.
4. Libraries which will serve a population of less than 10,000 persons and is a member of a library system.	4. A county or county contractual library district as defined in the Acts of 1947, Chapter 321, as amended.	4. Headquarters for library organizations which, while not containing an outlet which qualifies under priority #3, nevertheless serve sizeable populations within a wide trade area.

III. PRIORITIES (cont.)

ILLINOIS	INDIANA	MISSOURI
5. Any other library.	5. A Library Services Authority or a library which has adequate acceptable plans for the development of new and/or innovative services but whose further development is dependent upon adequate physical facilities being made available.	5. Headquarters for single county libraries.
		6. Branches of major resource libraries.
		7. Branches of system resource libraries.
		8. Branches of single county libraries.
		The intent of the State Plan for construction is to support the construction of new library facilities designed to meet satisfactorily the present and future need of the citizens served. Therefore, while the remodeling of an existing library facility will be included in the Plan, if such remodeling is consistent with the criteria above, no funds will be allocated to the renovation of any existing structures which were not originally designed for library purposes.

ILLINOIS	INDIANA	MISSOURI
Include the State agency's assurance that every local or other public agency whose application for funds is denied will be given an opportunity for a fair hearing before the State agency. Methods of Administering Fair Hearings: The opportunity for a fair hearing before the State library agency will be given every local or other public agency whose application for funds under the plan for construction is denied. Each agency whose application is denied will be notified in writing of such denial. The applicant will be informed of the following appeal procedure. The local or other public agency shall make a request in writing for a hearing of its case to the Deputy State Librarian, Centennial Building, Springfield, Illinois within thirty days after receiving notice that an application for construction funds has been denied. In order to assist in judging the merits of each case, members of the	**IV. OPPORTUNITY FOR STATE HEARING** The method and procedures to be followed in providing every local or other public agency whose application for funds under Title II is denied with the opportunity for a fair hearing before the State Library administrative agency is as follows: a) Any agency that has had an application for construction denied shall be notified by certified mail within 5 days of such denial. b) Such agency shall have the right to a fair hearing before a Board of Review which shall be composed of five members, one of which shall be appointed by the Indiana Library Association, one by the Indiana Library Trustees Association, one by the Indiana Library and Historical Board, one by the Advisory Council and one by the appellant. c) Any agency having an application denied may apply in writing within ten (10) days after the date of the denial letter for a fair hearing. Full reasons must be given for this request.	**3.2 The State agency will establish procedures whereby each agency whose application for participation is denied will be** afforded an opportunity for a fair hearing before the State agency. An arbitration board will be created for each fair hearing and that board, composed of professional librarians who are in no way related to the State Agency or the local library involved, will, after study of the entire matter, make recommendations to the State Library Commission regarding their findings in the matter.

IV. OPPORTUNITY FOR STATE HEARING (cont.)

ILLINOIS	INDIANA	MISSOURI
Advisory Council on Library Development may be asked to review the original application with the Deputy State Librarian and discuss the merits of the application with members of the local or other public agency at a time set for the convenience of all interested parties. Opportunity will be given at the hearing for all relevant and additional facts to be presented by the local or other public agency. After the hearing of all relevant facts the Deputy State Librarian with assistance from the Advisory Council, if desired, will render a decision and notify the local or other public agency of the decision to approve or deny the construction application.	d) The Indiana Library and Historical Board will notify appointing authorities of the application for a fair hearing within five (5) days of receipt of application. The Board of Review must meet within thirty (30) days after receiving the application for a fair hearing. The Board of Review shall be supplied with copies of the necessary information (original application, reasons for denial, reasons for requesting fair hearing, etc.) at least ten (10) days before its meeting. e) Applicants for a fair hearing shall be permitted to present evidence at the hearing. f) The Board of Review shall make its decision known in writing to the appellant agency within five (5) days after its meeting. g) If the decision of the Board of Review results in a denial of the funds, the applicant may appeal to the Indiana Library and Historical Board. The same time limits as indicated above shall prevail. The decision of the Indiana Library and Historical Board shall be final.	

APPENDIX C

CHECKLISTS FOR LSCA-II PROJECTS-- ILLINOIS STATE LIBRARY

ARE YOU INTERESTED IN A FEDERAL GRANT?

GATHER FACTS --

- ☐ possible budget
- ☐ possible services
- ☐ possible site
- ☐ population projection for next twenty years
- ☐ information on existing buildings
  - ☐ floor plan
  - ☐ total square footage
  - ☐ size of present site

FOLLOW GUIDELINES CONTAINED IN --

- ☐ "Interim Standards for Small Public Libraries"
- ☐ "State Plan for Public Library Construction"
- ☐ "A Plan for Public Library Development in Illinois"

ARRANGE FOR CONSULTANT VISIT --

- ☐ Building Consultant
  Illinois State Library
  Centennial Building
  Springfield, Illinois 62706

- ☐ establish procedures
- ☐ establish a building team composed of
  - ☐ architect
  - ☐ building consultant
  - ☐ librarian
  - ☐ board

- ☐ visit libraries
- ☐ gather information on new libraries
- ☐ investigate future trends
- ☐ co-operate in preparing a written program
- ☐ formulate an equipment program

HIRE AN ARCHITECT --

( ) prepare preliminary drawings
( ) prepare preliminary budget
( ) prepare preliminary furniture layout

MAKE APPLICATION FOR CONSTRUCTION GRANT --

( ) include site
( ) written program
( ) preliminary plan
( ) preliminary layout

( ) APPLICATION APPROVED BY ADVISORY COUNCIL

( ) APPLICATION APPROVED BY STATE LIBRARY

( ) FUNDS OBLIGATED BY WASHINGTON, D. C.

Reimbursement made on work program:

( ) 25% ( )25% ( ) 25% ( ) 15% ( ) 10%

( ) Release of final 10% after audit by local board.

LIBRARY SERVICES CONSTRUCTION ACT

AGREEMENT:

a. Signature of State Librarian
b. Signature of President of Local Board of Trustees and Local Librarian
c. (make sure there are 3 copies in State Library files)

NOTIFICATION TO ARCHITECT:

a. completed by owner and 3 copies returned to State Library
b. if architect is approved, owner will be notified

PROGRESS SCHEDULE OF ARCHITECT:

a. completion
b. preliminary drawings
c. outline specifications
d. basic drawings
e. pre-final drawings
f. final drawings
g. final specifications
h. date of advertisement for bids
i. date of awarding contracts
j. date of starting construction

FINAL SPECIFICATIONS MUST INCLUDE:

1. General Conditions (Outline of obligations between board and Architect)
2. Prevailing wage rates
3. Form OE 5162 containing:
    a. minimum labor standards
    b. wage rate
    c. withholding
    d. payroll and basic records
    e. apprentice
    f. anti-kickback provisions
    g. subcontracts
    h. contract termination
    i. overtime compensation and non-discrimination provisions
4. bonds
5. Instructions to bidders
6. Form of proposal
7. Form of contract:
    a. architect will prepare final drawings and specifications

b. library will review for;
   wage rates
   labor standards
   bonds
   insurance clauses

NOTICE TO BIDDERS:

a. will inform bidders of opening date for bids
b. the owner will revise plans of construction if bids are too high, or absorb additional cost

CONTRACT WITH CONTRACTOR:

1. Proposal
2. Bid and Performance Bond
3. Workmen's Compensation Certificate
4. Gold Seal Certificate including bonding company qualifications to do business in the State of Illinois
5. Financial Statement of bonding company
6. Power of Attorney covering agent of bonding company
7. A clause covering "General Conditions"

NOTIFICATION OF START OF CONSTRUCTION

a. estimated completion dates
b. schedule of payments
c. signature of person having signed the Library Agreement

NOTIFICATION TO PROCEED

a. To contractor
b. Duplicates to Illinois State Library

NOTIFICATION OF COMMENCEMENT OF CONSTRUCTION:

a. To Illinois State Library

Project Name ______________________________ Project Number ________

PROCEDURE FOR TITLE II

0. ( ) Send information to people who inquire

1. ( ) Receive application

   To contain

   ( ) written program
   ( ) preliminary plans
   ( ) owner-architect agreement
   ( ) consultant
   ( ) description of lot and certification of ownership
   ( ) furniture layout

   A. ( ) Notify applicant of receipt of application (letter)
   B. ( ) Notify consultant of receipt of application (letter)

2. ( ) Duplicate materials and send to council

3. ( ) Make comments and send with material to council

4. ( ) Council meeting

   A. ( ) Notify council of meeting
   B. ( ) Set date for appeals

5. ( ) Write letters of acceptance or rejection

6. ( ) Send 5.0 to Washington, D.C.

   To contain

   ( ) assurance of site
   ( ) assurance of funds
   ( ) assurance of compliance (HEW-441)
   ( ) schedule of project (first payment)

7. ( ) Washington, D.C. obligates fund

8. ( ) Notify applicant of approval (letter)

9. ( ) Request for wage determination
   ( ) Send wage determination to applicant (letter)

10. ( ) Pre-construction conference

11. ( ) Have agreement signed;
    ( ) two copies - Board
    ( ) two copies - Federal
    ( ) four copies - Secretary of State

12. ( ) Notification by applicant of;
    - ( ) final plans (letter)
    - ( ) final specifications (letter)
    - ( ) advertisement for bids (letter)

13. ( ) Receipt of
    - ( ) final plans (letter)
    - ( ) final specifications, including;
        - ( ) labor standards (OE 5162)
        - ( ) wage determination
    - ( ) advertisement for bids

14. ( ) Receipt of bid documents (letter)

15. ( ) Receipt of construction contracts

16. ( ) Receipt of contracts and specifications (Washington, D.C.)

17. ( ) Notify applicant of approval (letter)

18. ( ) Receipt of a list of subcontractors, and
    ( ) principal suppliers of materials

19. ( ) Receipt of a letter that construction has started

20. ( ) Inspection of project reports

21. ( ) Receipt of equipment specifications

22. ( ) Receipt of reports;
    - ( ) monthly progress
    - ( ) wages
    - ( ) certification of architect

23. ( ) Request for funds (to Washington, D.C.)
    - ( ) first
    - ( ) second
    - ( ) third
    - ( ) fourth

24. ( ) Receipt of funds (from Washington, D.C.)
    - ( ) first
    - ( ) second
    - ( ) third
    - ( ) fourth

25. ( ) Request for reimbursement
    - ( ) first
    - ( ) second
    - ( ) third
    - ( ) fourth
    - ( ) 10%

26. ( ) Change order (letter)

27. ( ) Audit of project

28. ( ) Advertisement of completion

29. ( ) Photographs of project
    - ( ) first
    - ( ) second
    - ( ) third
    - ( ) fourth

30. ( ) Inspection of records by Washington, D.C.

APPENDIX D

QUESTIONNAIRES

LIBRARY RESEARCH CENTER
University of Illinois

428 Library
Urbana, Illinois 61801

NEW BLDG. ____ LSCA _____
EXPANSION _____ LOCAL ____
REMODELING ____ YEAR _____

PUBLIC LIBRARY BUILDINGS DATA

1. Library Name ____

2. Address ____
____ ZIP __________

3. Date construction completed; old library building ________

4. Construction schedule--new building (supply information for applicable funding source; i.e., LSCA or Locally Funded).

LSCA funded:

a. Date initial contact made with state library agency _____
b. Date bond issue formulation begun _______
c. Date bond issue approved ________
d. Date LSCA application sent to state library _______
e. Date approved __________
f. Date site preparation begun _________
g. Date construction begun _________
h. Date construction completed ________
i. Date building occupied __________
j. Date of official opening ________

Locally funded:

a. Date bond issue formulation begun __________
b. Date bond issue approved ___________
c. Date site preparation begun ________
d. Date construction begun __________

e. Date construction completed __________

f. Date building occupied ________________

g. Date of official opening _____________

5. Site location: Constructed in: City ___ Shopping Center ___

Other location ___
New building: _____ Blocks from center of pedestrian traffic.
Old building: _____ Blocks from center of pedestrian traffic.

6. Number of off-street parking stalls:

New building: Public _____ Staff ______
Old building: Public _____ Staff ______

7. Gross square footage of building:

New building _________ Sq. Ft. difference __________
Old building _________ Percent change ________

8. Gross square footage per floor:
New building: 1st ______; 2nd ________; ___ __________
Old building: 1st ______; 2nd ________; ___ __________

9. Funding:

LSCA funds ___________

State funds __________

Local funds __________

Funding Ratio
LSCA:Other ___________

Authorized Federal
share ____________

10. Cost allocation:

	New Building	Expansion	Remodeling
Site:			
Site cost			XXXXXX
Sitework			XXXXXX
Landscaping			XXXXXX
Building cost: (including built-in equipment)			
Cost per sq. ft.			
Equipment and furniture (Other than built-in)			

10. Cost allocation: (contd.)

	New Building	Expansion	Remodeling
Fees:			
Architect's fees			
Consultant's fees			
Other (specify)			
Additional costs:			
Total project:			
Project cost			
Cost per sq. ft.			

11. Population served 1960 census data ______________

Population served when construction began ___________

20-year population projection at time of construction _______________

Population served--most recent figures ___________

Source ___________________________________

12. Shelving and seating capacity:

a. Old building (last full statistical reporting year of occupancy in old building).

Total volumes ___________ Annual circulation ________

Shelving capacity: (cite criteria ___________________ ____)

Open shelf ____________ Closed stack and storage ______________

Total volume capacity ________________

Public seating capacity:

Reading and study __________ Meeting rooms _________

Total public seating capacity ________________

b. New building (at completion of new library building).

Total volumes ____________________

Annual circulation (first full year of building occupancy) ______________________

Shelving capacity: (cite criteria ______________________

____)

Open shelf ______________ Closed stack and storage ______________

Total volume capacity ____________________

Public seating capacity:

Reading and study ______________ Meeting rooms ________

Total public seating capacity ________________

13. Per capita support for library service:

At initial formulation of bond issue ________________

At completion of library ______________________

14. Building priority if LSCA funded _________________________

15. Is library a member of public library system? Yes___ No___

If yes, ___ Consolidated ___ Federated ___ Cooperative

Name of system ____________________________________

16. Type of building:

___ Branch ___ Main ___ County ___ Regional

17. Was library building consultant utilized in building program and planning? Yes___ No ___

If yes, is he:

___ an employee of state library or other state agency

___ an outside consultant hired to consult on this specific library

18. Projected library expansion at time of initial planning:

10 years ___ 20 Years ___ Other ________________

Criteria for projected expansion ______________________

____

____

19. Physical expansion of the newly constructed building could

___ Be easily accomplished ___ Be accomplished, but with some difficulty

___ Not be done

Because ____

____

(consider available site, type of library construction, etc.)

20. Type of construction: ______________________________

____

____

Source(s) for all of the above data:

____

____

____

____

____

____

____

____

LIBRARY RESEARCH CENTER
UNIVERSITY OF ILLINOIS

428 Library
Urbana, Illinois 61801

PUBLIC LIBRARY BUILDINGS SURVEY

1. Library Name ______________________________

2. Address ______________________________
______________________________ Zip __________

3. Phone: Area ________ Number ____________

4. Name of Librarian ______________________________

5. Category of construction:

   a. New building ___ b. Addition ___
   c. Remodeling project ___

6. Source of funds:

   a. Bond issue ___ b. Gift ___
   c. Combination of a. and b. ___
   d. Other (specify) ______________________________

7. Cost of building project $________________

8. Construction schedule:

   a. Date bond issue approved ________________
   (or other funding source authorized)
   b. Date construction begun ________________
   c. Date construction completed (building accepted) __________

9. Gross square footage of building:
   New building ____________ Sq. ft. difference ____________
   Old building ____________ Percent change ____________

10. Population served by library (1960 census data) __________
    Population served when construction began ______________
    Population projection at time of construction ____________
    Date to which projected ________________

11. Type of building:
    Branch ___ Main ___ County ___ Regional ___

12. Was library building consultant utilized in building program and planning? Yes ___ No ___

    If yes, was he:

    ___ An employee of state library or other state agency
    ___ An outside consultant hired to consult on this specific library

APPENDIX E

LIBRARIES INCLUDED IN THE STUDY AND PERSONS INTERVIEWED AT EACH LIBRARY

Library	Person Interviewed
Illinois--Joint Funding New Buildings	
Arlington Heights Memorial Library Arlington	Mrs. Mary Lee Ewalt, Librarian
Broadview Public Library Broadview	Mrs. Catherine Ray, Librarian
Chicago Public Library Carl B. Roden Branch, Norwood	Miss Dorothy Nast, Librarian Joseph Urban, Business Mgr., CPL Alex Ladenson, Librarian, CPL Mrs. Marie O. Berndt, Dist. Supervisor, CPL
Dolton Public Library Dolton	Mrs. Mary T. Smith, Librarian Mrs. Carol Hall, Board Member
Lewis and Clark System Headquarters Edwardsville	Mrs. Mary T. Howe, Director
Erie Public Library District Erie	Mrs. Laurel M. Reiss, Librarian F. Gordon Bleitz, Trustee
LaGrange Public Library LaGrange	Mrs. Elizabeth Mueller, Librarian
Lockport Township Public Library Lockport	Mrs. Lillian R. O'Boyle, Librarian Mrs. Ethel Whalen, Asst. Librarian Mrs. Bismarck, Board Member
Peoria Public Library Peoria	William W. Bryan, Librarian
Rolling Meadows Public Library Rolling Meadows	Miss Virginia Connell, Librarian
West Frankfort Public Library West Frankfort	Mrs. Helen L. Clem, Librarian
Additions	
Glenview Public Library Glenview	Peter Bury, Librarian

Library	Person Interviewed
Additions	
Rockford Public Library Rockford	Julius R. Chitwood, Librarian
Woodstock Public Library Woodstock	Mrs. Margaret Marchi, Librarian
Illinois--Local Funding Before LSCA Passage	
New Buildings	
Helen M. Plum Memorial Library Lombard	Charles C. Herrick, Librarian Mrs. Edward J. Johnson, Librarian retired
Walnut Township Memorial Library Walnut	Mrs. Pearl McCarthy, Librarian
Zion Public Memorial Library Zion	Miss Dorothy T. Shaw, Librarian R. L. Newenham, Board Member
Additions	
East St. Louis Public Library East St. Louis	Herman J. Nebel, Director
Morton Grove Public Library Morton Grove	Mrs. Myra Aggen, Librarian
St. Charles Public Library St. Charles	Miss Lois V. Miller
Illinois--Local Funding After LSCA Passage	
New Buildings	
Illiopolis Public Library	Miss Mabel S. Fisher, Librarian Mrs. Isaac A. Loose, Board Pres. Mrs. Kurt Roberts, Trustee Miss Cornelia Darnall, Trustee
Schaumburg Township Public Library Roselle	Michael J. Madden, Librarian
Additions	
Aurora Public Library Aurora	Miss Eleanor Plain, Librarian Harry B. Stoner, Board Pres.

Library	Person Interviewed
Edwardsville Free Public Library Edwardsville	Mrs. H. E. Correll, Librarian
Warren County Library Monmouth	Miss Camille J. Rademacher, Librarian
Indiana--Joint Funding New Buildings	
Evansville Public Library Meadow Park Branch, Evansville	Edward A. Howard, Director Evansville Public Library
Goshen Public Library Goshen	Mrs. Stella Binkele, Librarian Arthur Sprunger, Board President
Kendallville Public Library Kandallville	Miss Lucille Williams, Librarian Mr. Emerick, Board Member
Lake County Public Library Hobart Branch, Hobart	R. Paul Bartolini, Director, LCPL Russell West, Asst. Director, LCPL
Additions	
Tell City Public Library Tell City	Mrs. Aurelia Gittings, Librarian Mrs. Gladys Rose, Librarian retired Lloyd Englebrecht, Board Secretary
Indiana--Local Funding Before LSCA Passage New Buildings	
Gary Public Library Gary	Ralph A. VanHandel, Librarian
Lake County Public Library Black Oak Branch Griffith Branch Munster Branch	R. Paul Bartolini, Director, LCPL Russell West, Asst. Director, LCPL
Lake Village Memorial Library Lake Village	Mrs. Mary Rybarski, Librarian Mrs. Arbucle, former Librarian
Additions	
Indianapolis Public Library Indianapolis	Harold J. Sander, Director

Library	Person Interviewed
Indiana--Local Funding After LSCA Passage New Buildings	
Carlisle Public Library Carlisle	Mrs. G. Edgar Nash, Librarian Miss Audrey F. Cox, Librarian retired
Fort Wayne Public Library Fort Wayne	Fred J. Reynolds, Librarian
Ladoga-Clark Township Public Library Ladoga	Mrs. Ruth Harshbarger, Librarian
Additions	
Beech Grove Public Library Beech Grove	Miss Frances M. Wiseman, Librarian
Shelbyville Public Library Shelbyville	Miss Harriet R. Craven, Librarian Mrs. R. C. Miller, Board Pres.
Missouri--Joint Funding New Buildings	
Kansas City Public Library Plaza Branch	Stephen Kirk, Acting Director, KCPL Richard Sealock, former Director, KCPL Mrs. Helen M. Baker, KCPL
Greene County Library Springfield	Everett Sanders, Director
St. Louis Public Library Divoll Branch, St. Louis	James J. Michael, Branch Supervisor, SLPL Harry C. Bock, Business Mgr., SLPL Miss Ruth Brennan, SLPL
Mid-Continent Public Library Raytown Branch, Raytown	John Ferguson, Asst. Director, MCPL Mr. Lane, Business Mgr., MCPL
Missouri--Local Funding Before LSCA Passage New Buildings	
Karen West Branch Library Poplar Bluff	Mrs. Billie Scoville, Librarian Mr. Wilson, Executive Director, Housing Authority, Poplar Bluff

Library	Person Interviewed
St. Louis County Library Lewis and Clark Branch, St. Louis	Donell J. Gaertner, Director, SLCL
Additions	
Ferguson Municipal Public Library District Ferguson	Miss Johnnie E. Riner, Librarian
Missouri--Local Funding After LSCA Passage **New Buildings**	
Dunklin County Library Malden Branch, Kennett	Bruce H. Collins, County Librarian John A. Downing, Malden Board President

APPENDIX F

QUESTIONNAIRE MAILINGS

Cover Letter for "Public Library Buildings Data" Form

LIBRARY RESEARCH CENTER
UNIVERSITY OF ILLINOIS

January 24, 1969

The Library Research Center of the Graduate School of Library Science is conducting a study to evaluate the impact of federal support for public library construction under Title II of the Library Services and Construction Act. The study will measure the effectiveness of federal funding in stimulating local support for construction of library buildings. Library buildings erected both before and after LSCA passage will be considered in the evaluation. The State Library has been contacted, and is actively supporting the study.

Your library building has been selected as one of the sample of libraries to be included in the study. Participation in the study would involve the completion of the attached four-page questionnaire requesting data on the old and new library buildings. An associate or I would like to visit your library within the next few weeks to collect data and to talk with you for about an hour regarding your experience in obtaining an LSCA construction grant. If you were not involved with the LSCA grant and building program, I would also like to talk with a person who represented the library during the planning, grant application, and building construction (possibly, the Chairman of the Library Board).

I hope that you will be able to participate in this study which promises to be of significance to the library community. I will contact you by phone within the next few days.

Thank you for your consideration.

Sincerely,

Lawrence E. Leonard
Research Associate

LEL/jl

Cover Letter for "Public Library Buildings Survey" Form

LIBRARY RESEARCH CENTER
UNIVERSITY OF ILLINOIS

January 23, 1969

Dear Librarian:

The Library Research Center is conducting a study to evaluate the impact of federal support for public library construction under Title II of the Library Services and Construction Act. Library buildings erected both before and after LSCA passage are being considered in this evaluation.

A preliminary survey of non-federally funded buildings is necessary in order to obtain background information not available through the State Library or through the literature. These library buildings will be grouped by fiscal year during which building funds were authorized, and a portion of each of these groups will then be selected for more detailed study.

Would you please complete the attached questionnaire and return it to the Library Research Center by 15 February 1969. A self-addressed, stamped envelope is enclosed for your reply.

Thank you for your consideration.

Sincerely,

Lawrence E. Leonard
Research Associate

LEL/ldc
encl.

Follow-up to Cover Letter for Public Library Buildings Survey Form

LIBRARY RESEARCH CENTER
UNIVERSITY OF ILLINOIS

April 1, 1969

Two months ago, the Library Research Center mailed buildings survey forms to libraries in Illinois, Indiana and Missouri. Through this questionnaire, a group of recently constructed, expanded and remodeled buildings has been identified which fit the study design criteria of the Library Services and Construction Act - Title II evaluation. This study will measure the effectiveness of federal funding in stimulating local support for construction/remodeling of library buildings. Buildings erected or expanded both before and after LSCA passage are being considered in the evaluation.

Your library building has been selected as one of the sample of libraries to be included in a somewhat more detailed study than the broad survey just conducted. Participation in the study would involve completion of the attached four-page questionnaire requesting data on the old and new library buildings. An associate or I would like to visit your library within the next few weeks to collect data and to talk with you for about an hour. If you were not involved with the funding/fund campaign and the building program, I would also like to talk with a person who represented the library during the planning, funding, and building construction (possibly, the Chairman of the Library Board).

Information which you include on the one page buildings survey form has been transferred to appropriate sections of the attached questionnaire. Please complete the questionnaire, and retain it until my associate or I visit the library.

I hope that you will be able to participate in this study which promises to be of significance to the library community. I will contact you by phone within the next few days.

Sincerely,

Lawrence E. Leonard
Research Associate

LEL/ldc
encl.

Explanatory Note Accompanying "Public Library Buildings Data" Form

LIBRARY RESEARCH CENTER
UNIVERSITY OF ILLINOIS

428 Library
Urbana, Illinois 61801

Comments Regarding Public Library Buildings Data Questionnaire

Attached questionnaire has been partially completed where information could be found at the State Library or in the literature of public library construction. Please verify included responses, and complete the remainder of the questionnaire.

Several questions may require additional definition:

Question 4:
If library construction was funded through LSCA and local funds, complete parts a - j of the LSCA funded section

If library construction was funded totally through local funds, complete parts a - g of the Locally funded section:

Clarification of dates requested:

(1) Date initial contact made with state library agency--Indicate date that LSCA-II information and forms were requested from state library.

(2) Date bond issue formulation begun--Indicate date that Library Board officially decided to seek funds for a new library building, or addition to existing building.

(3) Date site preparation begun--Indicate date that work was begun to clear site and excavate the foundation.

(4) Date construction begun--Indicate date that foundation was poured.

(5) Date construction completed--Indicate date that Library Board accepted building.

(6) Date building occupied--Indicate date that library materials were moved into the building.

(7) Date of official opening--Indicate date of library open-house or reception.

Question 5:
Site location:

City--indicates that library is constructed within the downtown area of a city.

Blocks from center of pedestrian traffic--Indicate number of blocks from heaviest pedestrian concentration in city; City Planning Department or Traffic Engineer may have completed a study regarding the location of the busiest pedestrian intersection.

Question 14:
Building priority if LSCA funded--Indicate priority as determined by criteria established by State Library.

Question 16:
Type of building--Indicate the use for which building is intended; e.g., if library building is both the main library for a city and also serves as the headquarters for the county library, check both main and county.

Question 20:
Type of construction--Indicate whether library is modular, fixed load-bearing wall, etc., in construction design.

APPENDIX G

MEAN VALUES FOR ADDITIONS--TWO-WAY ANALYSIS DATA

Dependent Variable	Joint-Funding N = 5	Local-After N = 5	Local-Before N = 5
1-1 Funds authorized--total	$480,152.60	230,343.00	211,755.20
a. LSCA funds	$120,816.20	--	--
b. Local funds	$359,336.40	230,343.00	211,755.20
1) Per capita support (at funding approval)	$3.81	2.69	1.94
2) Per capita support (at building completion)	$5.24	3.74	2.46
2-2 Project cost--total	$490,811.60	270,661.40	225,331.80
a. Building cost	$401,411.60	226,826.20	184,895.20
b. Site costs	$54,077.70	1,297.50	10,815.00
c. Equipment-furniture costs	$26,549.00	26,644.40	25,267.80
d. Fees	$31,128.40	20,191.20	12,822.20
e. Additional costs	$33,027.00	2,544.00	2,187.70
2-1 Blocks from ped. ctr.--old structure	2.2	2.6	4.6
new structure	2.2	2.6	4.6
2-2 Off-street parking--old structure	31.8	7.6	20.2
new structure	40.2	9.8	29.0
2-3 Gross sq. ft.--total--old structure	9,534.6	8,494.0	21,883.2
new structure	18,518.2	16,884.8	32,711.0
a. Shelving capacity (vol.)			
old structure	39,000.0	50,275.0	35,682.5
new structure	105,000.0	83,983.0	66,245.0

APPENDIX G

MEAN VALUES FOR NEW BUILDINGS--TWO-WAY ANALYSIS DATA (contd.)

Dependent Variable	Joint-Funding N = 18	Local-After N = 6	Local-Before N = 10
b. Public reading (# seats)-- old structure	49.8	58.3	29.2
new structure	125.2	150.4	86.3
c. Meeting room (# seats)			
old structure	20.8	9.2	9.5
new structure	90.8	60.4	88.7
d. Diff. in gross sq. ft.-- old to new structure	14,624.8	26,239.2	12,226.1
e. Percent change in gross sq. ft., old to new structure	455.6	243.9	420.6
2-4 Projected bldg. use (in years)	17.5	15.0	21.0
2-5 Public library system member	88%	66%	70%
2-6 Building consultant utilized	78%	50%	30%
2-7 Population served			
a. 1960 census	37,360.1	42,192.5	27,589.0
b. When construction began	43,574.8	46,190.2	23,788.4
c. Population projection	69,559.7	250,500.0	106,185.7
d. Most recent population	49,010.1	95,307.0	14,800.0
Descriptive Variables			
D-1 Cost/sq. ft.			
a. Project cost/sq. ft.	$28.57	19.54	20.22
b. Building cost/sq. ft.	$21.05	14.82	15.51
D-2 Annual circulation--old structure	124,159.9	75,833.7	73,479.0
new structure	132,723.2	118,256.7	109,422.3

APPENDIX G

MEAN VALUES FOR NEW BUILDINGS--TWO-WAY ANALYSIS DATA

Dependent Variable	Joint-Funding N = 18	Local-After N = 6	Local-Before N = 10
1-1 Funds authorized--total	$612,523.00	612,066.60	166,597.20
a. LSCA funds	$133,794.00	--	--
b. Local funds	$478,729.00	612,066.60	166,597.20
1) Per capita support (at funding approval)	$2.96	2.66	2.37
2) Per capita support (at building completion)	$3.83	4.00	3.18
1-2 Project cost--total	$606,367.90	744,124.70	386,062.90
a. Building cost	$422,610.90	535,742.50	298,540.90
b. Site costs	$71,831.20	127,126.50	23,395.00
c. Equipment-furniture costs	$72,519.20	81,174.80	46,806.30
d. Fees	$32,598.80	40,311.40	19,644.60
e. Additional costs	$24,879.90	13,101.20	3,674.80
2-1 Blocks from pedestrian center			
old structure	2.5	1.2	1.0
new structure	1.6	1.0	2.9
2-2 Off-street parking			
old structure	3.3	5.8	4.1
new structure	38.1	32.5	47.7
2-3 Gross square feet--total			
old structure	5,733.3	5,684.5	3,985.6
new structure	19,293.2	31,923.7	15,414.6
a. Shelving capacity (vol.)			
old structure	34,998.4	33,541.8	37,311.9
new structure	80,973.6	265,500.0	73,976.4

APPENDIX G

MEAN VALUES FOR ADDITIONS--TWO-WAY ANALYSIS DATA (contd.)

	Joint-Funding N = 5	Local-After N = 5	Local-Before N = 5
Dependent Variable			
b. Public reading (# seats)			
old structure	61.6	59.2	37.2
new structure	152.0	84.8	93.8
c. Meeting room (# seats)--old structure	22.0	42.0	12.5
new structure	96.0	34.0	72.5
d. Diff. in gross sq. ft.--old to new structure	8,983.6	8,390.8	10,827.8
e. Percent change in gross sq. ft., old to new structure	174.5	88.3	252.5
2-4 Projected building use (in years)	16.0	20.0	13.3
2-5 Public library system member	80%	40%	100%
2-6 Building consultant utilized	60%	40%	40%
2-7 Population served			
a. 1960 census	39,568.8	24,118.2	124,274.8
b. When construction began	43,557.6	24,486.8	124,274.8
c. Population projection	66,234.8	36,646.8	128,972.3
d. Most recent population	58,303.3	12,760.0	181,210.8
Descriptive Variables			
D-1 Cost/sq. ft.			
a. Project cost/sq. ft.	$27.24	28.27	22.88
b. Building cost/sq. ft.	$22.64	24.05	18.76
D-2 Annual circulation--old structure	307,973.0	213,319.6	156,874.0
new structure	324,572.0	199,948.8	203,203.6

APPENDIX H

INTERVIEW SCHEDULES

INTERVIEW
LSCA FUNDED BUILDING

Interviewer ________
(Initials)

Date ____________

1. Library Name ____________________

2. Address ____________________
____________________ Zip ________

3. Individual Interviewed ____________________

   Title ____________________

4. Public Library Buildings Data Form
   Review responses with librarian to complete and verify all included information.

   Is all data complete? Yes ___ No ___

Questions not Answered	Possible Source(s) of Data	Completed ( )

5. How did you first hear about the possibility of construction funds under LSCA Title II?

____

____

6. Did you experience any difficulty in applying for LSCA funds?
Yes ___ No ___
If YES, what difficulties?

____

____

7. Were procedural explanation and forms promptly sent when you requested them? Yes ___ No ___
If NO, was any reason given for delay?

____

____

8. Was a Title II representative readily available at the state library agency for consultation? Yes ___ No ___
If NO, why wasn't the representative available?

____

____

9. Do you feel that the amount of time required to process and inform you of the action on the application was acceptable?
Yes ___ No ___

10. (If NO to above question) Do you feel that too much time was involved? Yes ___ No ___
If YES, did you ask about the delay? Yes ___ No ___

____

____

11., What was the source of your local matching funds? (If other than bond issue, detail funding source below, and skip to question 17).

____

____

If bond issue, was it passed on first referendum? Yes ___ No___

Detail: ______________________________

____

12. Were you able to coordinate the local bond campaign effectively with the application for LSCA funding? Yes ___ No ___
If YES, please explain how coordination was accomplished.

____

____

13. Do you feel that availability of Title II funds was an aid in the bond issue campaign? Yes ___ No ___
If YES, how did it aid?

14. Was the local/federal fund sharing possibility brought out in the campaign? Yes ___ No ___
If YES, in what ways was it brought out?

15. Do you feel that availability of Title II funds was a contributing factor to the passage of the bond issue? Yes ___ No ___
If YES, do you feel that it was a: major factor___ minor factor ___ In what ways:

16. Were funds received so that the construction project could proceed on schedule? Yes ___ No ___
If NO, why was there a delay in receipt of funds?

17. Was a library building consultant retained to assist in the building planning? Yes ___ No ___ (If NO, skip to question 25).

18. Were you required by the state library agency to retain a building consultant? Yes ___ No ___

19. How was the consultant selected? (Through the architect, state library, librarian, library board, etc.; using what criteria).

20. At what point in the planning was the consultant brought in (e.g., during initial planning, only to criticize what had already been developed, etc.)? Detail:

21. Did the consultant assist in developing the building program statement? Yes___ No___
If YES, did he work with a planning committee (librarian, board, architect, etc.), or with librarian alone? Detail:

____

____

22. Do you feel that you obtained a better building as a result of the consultant's suggestions? Yes___ No___

23. What suggestions did the consultant make? (e.g., reader/stack arrangement, work layout, lighting, ventilation, interior design, furniture and equipment, etc.)

____

____

24. Are you satisfied with the new building? Yes___ No___
Any distinct advantages over the old building?

____

____

Any disadvantages?

____

____

25. If you were to accept a position in another community which was considering a new library building, would you apply for LSCA funds; i.e., would you do it all over again?

____

____

26. Would the library have been constructed whether or not LSCA funds were available? Yes___ No___

27. Do you feel that you obtained a better building as a result of LSCA funding? Yes___ No___
If YES, from what aspects do you feel that it is better?

____

____

If NO, what contribution did LSCA funding make to the building?

____

____

INTERVIEW
LOCALLY FUNDED BUILDING
BUILT AFTER LSCA PASSED

Interviewer ________
initials

Date ______________

1. Library Name ________________________________

2. Address ________________________________

________________________ ZIP ____________

3. Individual Interviewed ________________________

Title ________________________________

4. Public Library Buildings Data Form.
Review responses with librarian to complete and verify all included information.

Is all data complete? Yes _____ No _____

Questions not Answered	Possible Source(s) of data	Completed ( )

5. Did you know about the possibility of obtaining construction funds under LSCA Title II, while your building plans were in preliminary stage? Yes ____ No ___
Detail circumstances:

____

____

3

6. How did you first hear about the possibility of construction under Title II?

7. Did you make formal application to the state library requesting LSCA funds? Yes ____ No ____
If NO, why didn't you apply? (Detail below and skip to Question 12).

8. Was the application denied? Yes _____ No ____
If YES, what was the reason given?

9. Did you ask for a hearing regarding the application denial? Yes __ No __
If YES, what was the result?

10. Did you reapply for LSCA funding? Yes _____ No _____
If YES, detail the final action and decision bases regarding the reapplication:

11. Did the denial in obtaining LSCA funds cause any difficulty with the local funding source? Yes ____ No ____
If YES, what difficulty was experienced?

12. What was the source of your building funds?
(If other than bond issue, detail below and skip to Question 14)

13. Did the bond issue pass with the first referendum? Yes ____ No ____
If NO, what modification(s) were made before the bond issue was again brought to the voters?

____

____

14. Was a library building consultant retained to assist in planning the new building? Yes ____ No ____
If NO, skip to Question 21)

15. Who requested that a consultant be hired?

____

____

16. How was the consultant selected? (Through the architect, state library, librarian, library board, etc.; using what criteria)

____

____

17. At what point in the planning was the consultant brought in? (e.g., during initial planning, only to criticze what had already been developed, etc.) Detail:

____

____

18. Did the consultant assist in developing the building program statement? Yes ____ No ____.
If YES, did he work with a planning committee (librarian, board, architect, etc.) or with librarian alone. Detail:

____

____

19. Do you feel that you obtained a better building as a result of the consultant's suggestions? Yes ____ No ____

20. What suggestions did the consultant make? (e.g. reader/stack arrangement, work area layout, lighting, ventilation, interior design, furniture and equipment etc.)

____

____

21. Are you satisfied with the new building? Yes ____ No ____
Any distinct advantages over the old building?

____

____

Any disadvantages?

____

____

22. Do you feel that LSCA funds might have allowed you to obtain more floor area and/or more equipment with which to provide more services to library users?

____

____

INTERVIEW
LOCALLY FUNDED BUILDING
BUILT BEFORE LSCA PASSED.

Interviewer ________
initials

Date ______________

1. Library Name ____

2. Address ____

____ ZIP ____________

3. Individual Interviewed ________________________________

Title ____

4. Public Library Buildings Data Form.
Review responses with librarian to complete and verify all included information.

Is all data complete? Yes _____ No _____

Questions not Answered	Possible source(s) of data	Completed (.)

5. What was the source of your building funds?
(If other than bond issue, detail below and skip to Question 7).

____

____

6. Did the bond issue pass with the first referendum? Yes ____ No ____
If NO, what modification(s) were made before the bond issue was again brought to the voters?

____

____

7. Was a library building consultant retained to assist in planning the new building? Yes ____ No ____
If NO, skip to Question 14)

8. Who requested that a consultant be hired?

____

____

9. How was the consultant selected? (Through the architect, state library, librarian, library board, etc.; using what critieria)

10. At what point in the planning was the consultant brought in? (e.g., during initial planning, only to criticize what had already been developed, etc.)

____

____

11. Did the consultant assist in developing the building program statement?
Yes ____ No ____
If YES, did he work with a planning committee (librarian, board, architect, etc.) or with librarian alone). Detail:

____

____

12. Do you feel that you obtained a better building as a result of the consultant's suggestions? Yes ____ No ____

13. What suggestions did the consultant make? (e.g.,reader/stack arrangement, work area layout, lighting, ventilation, interior design, furniture and equipment, etc).

____

____

14. Are you satisfied with the new building? Yes ____ No ____
Any distinct advantages over the old building?

____

____

Any disadvantages?

____

____

15. Do you feel that LSCA funds, had they been available, might have allowed you to obtain more floor area and/or more equipment with which to provide more services to library users?

____

____